

The image shows the interior of a grand legislative chamber. The room features a high, vaulted ceiling with intricate gold-colored decorations and a central chandelier. A balcony with a wooden railing and decorative balusters runs along the upper level. On the left and right sides, there are large glass display cases containing several American flags. The floor is made of light-colored tiles with a diamond pattern. In the background, a long hallway leads away from the chamber, also featuring flags and chandeliers.

2017-2018 **LEGISLATIVE** **BRIEFING BOOK**

99th LEGISLATURE

THE STATE CAPITOL

The State Capitol, the seat of state government, is the most widely recognized historic building in Michigan. Each year, thousands come to the Capitol to make their voices heard, see government in action, and learn how laws are made. However, Michigan's statehouse is more than a place of business and lawmaking. It is also a national historic treasure that represents a successful marriage of 19th century art and architecture and 21st century technology.

Dedicated on January 1, 1879, at a cost of approximately \$1.4 million, it was the first of three capitols designed by Elijah Myers (the others are in Texas and Colorado) and was among the first to take its inspiration from the United States Capitol. Myers' use of a central dome and balanced wings, like the nation's capitol, set the standard for statehouses across the country.

Over the years, hard use took a toll on the Capitol. The additions of electricity, telephones, and computers damaged the building's art and architecture. Crowding became a constant problem. By the late 1960s, 50,000 square feet of new floor space had been created by subdividing the Capitol's high-ceilinged rooms. Ornate plasterwork, wood trim, and decorative paint—some of the most elaborate and extensive in the nation—disappeared under drop ceilings, layers of plain paint, and wallboard.

In 1989, a project to restore the Capitol began. Its success was the result of a highly successful collaboration among legislative leaders, the executive branch, and the public. To implement the project, the Michigan Capitol Committee was formed. This 12-member bipartisan body, made up equally of House, Senate, and Governor's Office members, managed the restoration. The committee established two goals for the project. The Capitol would be truly restored, faithfully returning it to its original appearance following guidelines established by the National Trust for Historic Preservation, and it would be restored as a fully functioning building—not as a museum. The Michigan State Capitol Commission now oversees this grand building.

In that same year, the National Trust for Historic Preservation recognized the restoration with the nation's highest historic preservation award. Also in 1992, the Capitol was designated a National Historic Landmark. The restoration garnered attention for innovative engineering and, in 1996, the American Institute of Architects conferred its top honor on the building.

Today, the Michigan State Capitol Commission and the Capitol Facilities Office preserve this beautiful building as our working seat of state government. It is a national treasure; our challenge is to ensure that future generations of Michigan citizens can continue to enjoy and learn from it.

For information on arranging tours, call the Capitol Tour and Information Service, a branch of the Capitol Facilities Office, at 373-2353.



The Capitol is a frequent gathering place for events and celebrations.

Cover Photo Credit:

*Christopher Powers,
Legislative Service Bureau, Printing Division*

LEGISLATIVE 2017 BRIEFING BOOK

THE MICHIGAN LEGISLATIVE COUNCIL

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November 2016



Congratulations on your election to Michigan's Ninety-ninth Legislature!

On behalf of the Legislative Council, the Legislative Service Bureau prepared the *Legislative Briefing Book 2017-2018* to introduce you to the workings of the Legislature, and the people and resources that can help as you embark on your lawmaking responsibilities. The pace of work in the Legislature can be frenetic, the subject matter diverse, the stakes high, and the interested parties varied and forceful. Learning who does what in the Legislature and how different staff can be of assistance to you will help you navigate the complex and demanding work of a legislator.

The 2017-2018 Briefing Book is one means of acquainting yourself with the resources available to you. This book can serve as your initial reference to and means to contact the people who help make session run, those who help you with office matters, staff who draft the bills and resolutions you introduce, people who research questions and issues at your request, and many others who regularly help you complete your work. Aside from people, the Legislature is dependent on computers and networks to get the job done, access information, and make requests of others. References to these networks are also included in the 2017-2018 Briefing Book to round out the introduction to resources that you will come to depend on in the 2017/2018 legislative session.

The Legislative Council is a joint committee created by the Michigan Constitution to provide for the staff needed to draft bills, conduct research, and provide other services used by the Legislature. Statute fills in the details of how the Council provides for these services. The Legislative Council Administrator oversees the work of the Legislative Service Bureau that provides the drafting, research, printing and telecommunication services you need; the Legislative Corrections Ombudsman who assists you with complaints and oversight of the corrections system; and several commissions established by the Legislature.

Special thanks are extended to the Legislative Service Bureau's Research Services Division for compiling the 2017-2018 Briefing Book and the Printing Division for composing and printing the final product.

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OVERVIEW OF THE LEGISLATURE

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The Michigan Senate.



The Michigan House of Representatives.

THE LEGISLATURE AND ITS MEMBERS

The legislative power of the state of Michigan is vested in a Senate and a House of Representatives. The Senate consists of 38 members elected by the qualified electors of each district. Senators are elected to four-year terms concurrent with the governor's term of office. The House of Representatives consists of 110 members elected by the qualified electors of each district. House members are elected in even-numbered years to two-year terms. All legislators are elected from single-member districts, that is, only one legislator is elected from each district. The terms of office for senators and representatives begin at 12:00 noon on the first day of January following the November general election. (Constitution, Art. XI, Sec. 2.)

The Legislature enacts the laws of Michigan; levies taxes and appropriates funds from money collected for the support of public institutions and the administration of the affairs of state government; proposes amendments to the state constitution, which must be approved by a majority vote of the electors; and considers legislation proposed by initiatory petitions. The Legislature also exercises oversight on the executive branch of government through the administrative rules and audit processes, committees, and the budget; advises and consents, through the Senate, on gubernatorial appointments; and considers proposed amendments to the Constitution of the United States. The majority of the Legislature's work, however, entails lawmaking. Through a process defined by the state constitution, statute, and legislative rules, the Legislature considers thousands of bills (proposed laws) each two-year session.

ELIGIBILITY FOR OFFICE

In order to be qualified to serve as a member of the Legislature, a person:

- Must be a citizen of the United States, at least 21 years of age, and an elector of the district he or she represents. (Constitution, Art. IV, Sec. 7.)
- Must not have been convicted of subversion or, within the past 20 years, have been convicted of a felony involving a breach of the public trust. (Constitution, Art. IV, Sec. 7.)
- Must not hold any office, employment, or position under the United States, the state of Michigan, or any political subdivisions thereof. A person may, however, be a notary public or a member of the armed forces reserve. This constitutional provision allows people holding offices or positions to run for the Legislature, but dual officeholding is prohibited. (Constitution, Art. IV, Sec. 8.)

Members-elect, before entering the duties of office, are required to take and subscribe to the oath of office set forth in Article XI, Section 1, of the state constitution.

LEGISLATIVE PRIVILEGES

Senators and representatives are privileged from civil arrest and civil process during sessions of the Legislature and for five days before the commencement and after the termination of session. (Constitution, Art. IV, Sec. 11.) Statutes prohibit legislators from being made party to civil actions and to contested cases brought under the *Administrative Procedures Act* for actions that are duties of a legislator. Specified legislative records are exempt from subpoena. In certain administrative proceedings and civil actions, exceptions were provided to service of process requirements and provision made for continuance to a nonsession day. Members cannot be questioned in any other place for a speech made in either chamber. Legislators are not immune from arrest on criminal charges.

The constitution also permits legislators the privilege of dissenting from and protesting against any act, proceeding, or resolution that the member deems injurious to any person or the public and to have the reason for the dissent entered into the journal.

RESTRICTIONS OF OFFICE

Once elected to the Legislature, a member is not eligible to receive any civil appointment, except as a notary public, within this state from the governor, the Legislature, or from any other state authority during the term for which elected. (Constitution, Art. IV, Sec. 9.)

A member of the Legislature cannot have an interest, either directly or indirectly, in any contract with the state or any political subdivision which would cause a substantial conflict of interest. (Constitution, Art. IV, Sec. 10. This constitutional provision was implemented by 1968 PA 318.)

Members should also be aware of those provisions in the Senate Rules and House Rules related to conduct and ethics.

Under the provisions of a 1992 amendment to the state constitution setting term limits, no one may be elected to the Office of State Representative more than three times. No one may be elected to the Senate more than twice. A person who fills a vacancy for a term with half or less of the term remaining is eligible to be elected and serve for two full terms in the Senate and three terms in the House. (Constitution, Art. IV, Sec. 54.)

Under the state constitution, each chamber of the Legislature is the sole judge of the qualifications, elections, and returns of its members. (Constitution, Art. IV, Sec. 16.)

Each chamber of the Legislature also has authority to expel a member with the concurrence of two-thirds of its members. The reasons for an expulsion must be entered in the journal along with the votes and names of the members voting on the expulsion. The constitution prohibits a member from being expelled a second time for the same reason. (Constitution, Art. IV, Sec. 16.)

VACANCIES IN OFFICE

Under the Michigan Constitution, the governor is responsible for determining whether a special election will be held to fill a vacancy in a legislative office or if the vacancy will be filled at the next general election. The election procedures for filling the vacancy are prescribed by law. (Constitution, Art. V, Sec. 13.)

LEGISLATOR COMPENSATION AND BENEFITS

Legislators' salaries and expense allowances are determined by the State Officers Compensation Commission, which was created by the Michigan Constitution. Under a constitutional amendment approved by voters in August 2002, the commission's determinations must be approved by a majority vote in both chambers of the Legislature before any salary or expense allowance can increase, but the determinations are not effective until the legislative session following the next general election. However, the Legislature can reduce the amount of any proposed increase. (Constitution, Art. IV, Sec. 12.)

For the current session, the salary for legislators is \$71,685, with an expense allowance of \$10,800.

Legislators who first took office after March 31, 1997 are eligible to participate in the State of Michigan *Defined Contribution* retirement system (www.michigan.gov/orsstatedc). Under Public Act 200 of 2011, legislators completing six years of service by January 1, 2013 as qualified participants in this plan also vest in retiree health benefits offered by the state of Michigan. Currently, legislative retirees share 10% of the cost of these benefits. Legislators who do not meet this eligibility criterion will not be qualified for state retiree health benefits.

Legislators who first took office on or before March 31, 1997 are part of a *Defined Benefit* retirement system and are eligible for retiree benefits. These benefits are administered by the Legislative Retirement System (517-373-0575).

LEADERSHIP AND ORGANIZATIONAL FRAMEWORK

The Michigan Legislature is organized to effectively handle the voluminous workload presented to it. To that end, each chamber of the Legislature chooses from its own membership a leadership team who guides the business of the chamber, who determines committee assignments, and who handles administrative functions of their respective chambers. Aiding in their work, the Legislature has a number of institutional organizations, including the Clerk of the House, Secretary of the Senate, Legislative Council, and caucus staffs.

CHAMBER LEADERSHIP

The presiding officer or president of the Senate is the lieutenant governor, who is not an elected member of the Senate. The Senate elects from its own membership the remaining officers. The President Pro Tempore is the presiding officer in the absence of the president of the Senate. Assistant and associate roles have been created to help the President Pro Tempore with this function. Majority and minority leaders are elected by their own caucuses. The Senate Majority Leader appoints

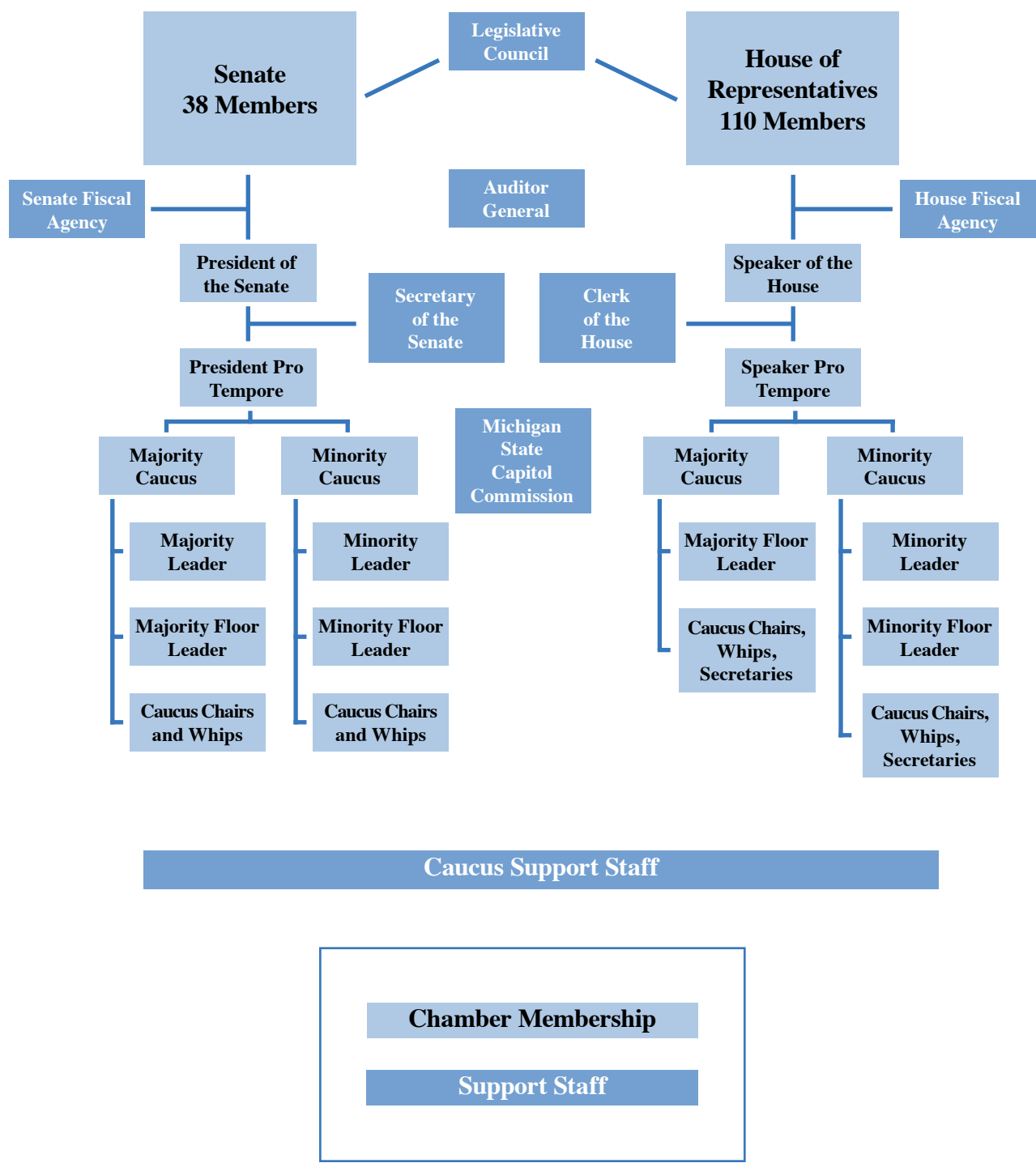


Senate Majority Leader
Arlan B. Meekhof.
2015-2018



Speaker of the House
Kevin Cotter.
2015-2016

MICHIGAN LEGISLATURE



committees, assigns duties to Senate employees, and establishes guidelines for the financial management of Senate offices. Floor leaders direct the activities of their party on the floor. Caucus chairs and whips are responsible for conducting caucus meetings.

Members of the House of Representatives also elect their own officers from the House's membership. The Speaker of the House is the presiding officer, assisted by the Speaker Pro Tempore. The Speaker appoints committees, selects employees, presides during session, and handles administrative functions. These officers are elected by a majority of the voting members. Majority, minority, and caucus positions hold responsibilities similar to their Senate counterparts. The House does not use the title majority leader.

The Secretary of the Senate and Clerk of the House serve as the chamber's respective parliamentarians. They are elected as officers by the chamber's full membership to assist in record keeping, conducting sessions, and other administrative responsibilities. For more detail on using these and other resources, including the caucus staff and research and legal services, please refer to the chapter on Necessary Resources.

CLERK OF THE HOUSE OF REPRESENTATIVES

The Clerk of the House of Representatives is the parliamentarian for this chamber of the Michigan Legislature. Clerk (373-0135) offices are located on the ground floor of the Capitol.

The Clerk of the House, who is elected to this position by the members of the House of Representatives, has an active role during legislative sessions. The clerk calls the roll, announces the proceedings of the House of Representatives, records votes, serves as parliamentarian, and presides in the absence of a designated presiding officer. Assisting the clerk at the podium during session are the various clerks responsible for bills, resolutions, amendments to bills and resolutions, the journal, and other recordkeeping responsibilities.

To introduce a bill in the House, a member submits the blueback as received from the Legislative Service Bureau to the clerk of the House of Representatives. Bills must be submitted not less than three hours prior to the time the House commences daily session.

The Office of the Clerk of the House performs duties that are stipulated in statute, rule, joint rule, and at the direction of the membership, and performs a wide range of administrative and technical services that facilitate the day-to-day operations of the House of Representatives. These responsibilities include preparation of various legislative documents, including the *House Journal* and the daily calendar, which specifies the order of pending business; the printing or reproduction of bills, acts, or other documents; and the overall responsibility for the care and preservation of each bill introduced in the House or received from the Senate.



The Michigan House of Representatives chamber.

House Session Staff

- *House Bill Clerks (373-0136) and Resolution Clerks (373-0404)*: Maintain House bills, resolutions, concurrent resolutions, and joint resolutions and all Senate bills, concurrent resolutions, and joint resolutions as they are acted upon in the House. The bill and resolution clerks also update the status

of legislative action, prepare the daily House calendar, enter bill amendments and substitutes, and update the session website. The resolution desk prepares commemorative non-policy resolutions, including providing formal copies of the resolutions.

- *House Committee Clerks (373-0015)*: Assist standing committees in recording the actions taken by each committee on legislation. Committee clerks maintain records of all motions, amendments, substitutes, and proposed actions considered in committee. They also are responsible for preparing committee reports for the full House.
- *House Enrolling Clerks (373-0138)*: Record bill introductions for each day's session. The enrolling clerks are also responsible for the enrollment of House-originated bills that have passed both chambers and are ready to go to the governor. The enrolling clerks are responsible for the joint resolutions in the same manner as the enrolled bills.
- *House Journal Clerks (373-0137)*: Prepare material for the publication of the *House Journal*, which is compiled following each day's session. The *House Journal* is the formal record of proceedings of the House of Representatives and includes official action.

SECRETARY OF THE SENATE

The Senate elects the Secretary of the Senate as a constitutional and statutory Senate officer at the beginning of the four-year term. The secretary's most visible role is on the rostrum during session when reading in bills, recording votes, serving as the parliamentarian, and, occasionally, presiding in the absence of the designated presiding officers.

The Secretary of the Senate has many statutory recordkeeping responsibilities, including the recording and validating of official Senate actions; preparation of the journal for each session day's proceedings; and the responsibility for conducting training seminars for legislators, committee clerks, and other Senate staff. This officer is often called upon to provide historical information as well.

The Secretary of the Senate assists Senate offices with many daily functions as well as providing general information to the public. Additionally, this office oversees the digital media production as well as the security for both Senators and the public during legislative business.

The Secretary is the supervisory authority for the Senate chamber and restoration aspects of the Senate space in the Capitol. The Secretary is a voting member of the Michigan State Capitol Commission and oversees the restoration of the Capitol's Senate spaces.



The Michigan Senate chamber.

Senate Session Staff

The Senate Session Staff division is managed by the Assistant Secretary of the Senate. The Senate session clerks (373-6528) provide a variety of technical support in the areas of legislation dealing with the introduction of bills, resolutions, amendments, committee reports, Senate calendars, Senate journals, and legislative status history. They provide various other session-related activities, such as assisting the Secretary and Assistant Secretary of the Senate, senators, and staff during session; conducting training for committee clerks and others; providing legislative and parliamentary research; updating Senate

Rules and Joint Rules; and responding to legislative inquiries. The Senate session staff unit includes the following:

- *Manager (373-6528)*: Staff management, legislative rules, parliamentary procedures, and other general inquiries.
- *Enrolling Clerks (373-6770 or 373-9423)*: Number, introduce, print, enroll, proofread, and present bills to the governor and process resolutions.
- *Amending Clerks (373-6758 or 373-0101)*: Support processing amendments, substitutes, and committee reports. Update Senate-passed versions of bills and resolutions and post on the Internet.
- *Bill Clerks (373-0514 or 373-6748)*: Receive, prepare, and transmit messages and bills that are considered by each chamber, update status histories, and prepare the daily Senate calendar.
- *Journal Clerks (373-6523, 373-7495, or 373-2403)*: Attend daily Senate sessions and record legislative actions for publication in the Senate Journal, the official record of Senate session proceedings. Journal clerks process gubernatorial appointments and executive orders, communications from executive agencies, roll calls, and amendments submitted during session.

MICHIGAN STATE CAPITOL COMMISSION

The Michigan State Capitol Commission (MSCC) is a statutory body established under the *Michigan State Capitol Historic Site Act* (2013 PA 240) to maintain and restore the historic Michigan Capitol and its grounds. The six-member commission consists of the Secretary of the Senate, Clerk of the House, two individuals jointly appointed by the Secretary of the Senate and the Clerk of the House, and two individuals appointed by the governor. Both appointments by the Secretary of the Senate and the Clerk of the House as well as one gubernatorial appointment must have expertise and experience in historic preservation.

The MSCC is responsible for the day-to-day operations of the Capitol property. This includes monitoring the safety systems for all legislative buildings. The activities administered by the commission include:

- *Capitol Building and Grounds (373-0184)*: The MSCC maintains and operates the Capitol building and grounds, except for areas of the Capitol under the direct authority of the Executive Office, House, or Senate. The Capitol has procedures for the use of the public areas on the grounds.
- *Parking at the Capitol (373-0184)*: The MSCC coordinates all parking assignments in the lots that are under the authority of the Michigan State Capitol Commission. While the MSCC governs parking rules, the administrative offices of the Senate and House assign parking spaces.
- *Touring the Capitol (373-2353)*: The MSCC and Capitol Tour Guides are charged with hosting and scheduling tours for visitors coming to the Capitol and Historical Center.
- *Capitol Events Coordinator (373-0184)*: The MSCC authorizes and schedules all events in the public areas of the Capitol building and grounds.
- *Flags and Seals (373-0184)*: The MSCC's facilities office is responsible for handling purchasing requests from member offices for 3'x5' U.S. and Michigan flags and seals. Seals are available with or without frames.

As a group responsible for a national historic site, the commission is also responsible for restoring and preserving the Capitol building, its history, art, and architecture as well as maintaining it to serve the public, the Legislature, and the governor. The MSCC makes recommendations to the governor, the Senate, and the House of Representatives regarding funding for Capitol operations, renovations, and other projects.

LEGISLATIVE COUNCIL

The Legislative Council (373-0212) is a constitutional body established in Article IV, Section 15, of the Michigan Constitution to provide essential bill drafting, research, and other services to members of the Legislature. The Legislative Council is a joint legislative committee comprised of six members from the House of Representatives appointed by the Speaker of the House and six members of the Senate appointed by the Senate Majority Leader and six alternate members as prescribed by the *Legislative Council Act* (1986 PA 268). The Legislative Council Rules are adopted by the council members to guide their activities and govern those of Legislative Council staff. The Legislative Council is the governing body of the following agencies:



- *Legislative Service Bureau (LSB)*: Assists staff and lawmakers in the legislative process through bill drafting, research, printing, telephones, and the Legislature's public website. The Necessary Resources chapter has more information on how to utilize their services.
- *Legislative Corrections Ombudsman (373-8573)*: Assists legislators with concerns about the state's corrections system, including monitoring activities, investigating complaints, reporting findings, and, where possible, helping to achieve equitable solutions when problems are confirmed.
- *Michigan Veterans' Facility Ombudsman (373-1347)*: Carries out the duties and responsibilities enumerated in state statute to receive, investigate, and analyze violations of laws or policies in Michigan veterans' facilities.
- *Criminal Justice Policy Commission (373-1029)*: In cooperation with the Department of Corrections, collects, analyzes, and compiles data and makes projections regarding the populations and capacities of state and local correctional facilities, the impact of the sentencing guidelines and other laws, rules, and policies on those populations and capacities, and the effectiveness of efforts to reduce recidivism.
- *Joint Committee on Administrative Rules (373-5773)*: Reviews rules transmitted to the committee by state departments.
- *Michigan Commission on Uniform State Laws (373-0212)*: Confers with other states to try to eliminate statutory barriers to interstate cooperation.
- *Michigan Law Revision Commission (373-0212)*: Examines the common law and statutes of the state and current judicial decisions to identify defects and anachronisms in the law and recommend reforms to the Legislature.
- *State Drug Treatment Court Advisory Committee (373-0212)*: Monitors the effectiveness of drug treatment courts and the availability of funding for those courts, and presents recommendations regarding proposed statutory changes for drug treatment courts to the Legislature and the Supreme Court.

These agencies share the same commitment to providing all services with impartiality, nonpartisanship, and in the strictest confidence. This is a commitment expressed both in law and in the spirit of Legislative Council employees.

LEGISLATIVE RULES AND PROCEDURES

The rules and procedures of each chamber are determined by the chamber's membership. Each Michigan Legislature conducts its work on a two-year cycle. Any business or legislation pending at the final adjournment of a regular session held in an odd-numbered year carries over with the same status into the next year. However, under the Joint Rules, either chamber is prohibited from reconsidering in a subsequent year the vote by which any business, bill, or joint resolution was defeated or vetoed in a previous year. No pending business or legislation is carried over from one two-year cycle to the next. Such legislation must be reintroduced in a new session.

Under the state constitution, the doors of each chamber must be kept open unless the public security requires otherwise. The *Michigan Open Meetings Act* (1976 PA 267) includes the following provisions:

- The right to address or speak at a meeting of the Legislature or either chamber may be limited to prescribed times at hearings and committee meetings only.
- Partisan caucuses of members of the Legislature may be held in closed session.
- The 18-hour public notice for rescheduled meetings does not apply to conference committees.

Committees that must reschedule meetings are required to give at least a six-hour notice. A second conference committee has to give only a one-hour notice. The conference committee meeting notice must include written notice to each committee member and the majority and minority leaders of each chamber of the time and place of the meeting.

The House has also included, as a part of its Standing Rules, Uniform Committee Rules, which are intended to ensure public access to House committee meetings.

WHEN THE CHAMBERS MEET

In accordance with the state constitution, the Legislature is required to meet at the seat of government (Lansing) on the second Wednesday in January of each year at 12:00 noon. Depending on the circumstances, the intense work of the session may not begin until after the Governor's State-of-the-State or the governor's presentation of the budget.

Daily sessions of the Legislature are normally held, unless either chamber designates a different hour for convening, on Tuesday, Wednesday, and Thursday at 10:00 a.m. in the Senate and Tuesday and Wednesday at 1:30 p.m. and Thursday at 12:00 noon in the House.

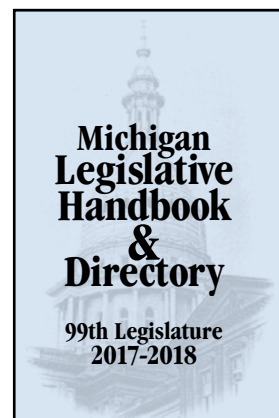
A majority of the members elected to and serving in each chamber constitutes a quorum to do business. In the Senate, 20 members constitute a quorum and, in the House, 56 members may conduct business. If a legislative seat has been vacated for any reason, and not filled, it is not counted for purposes of computing a quorum.

COMPELLING MEMBER ATTENDANCE

In either chamber, if a quorum is not present, the members present may adjourn from day-to-day, or may compel the attendance of absent members in the manner and with penalties as each chamber may prescribe. This is known as a "call of the Senate" or "call of the House." Members may be ordered in the Senate by a majority of the senators present, regardless of whether a quorum is present. A call of the House may be ordered by a majority of members present, but the total in favor of the call shall not be less than 15. Once a call is ordered, the doors of the House or Senate are closed and the members are prohibited from leaving the floor of the chambers without permission of the body. The Sergeant-at-Arms or other authorized persons may be dispatched after the absentees.

CHAMBER RULES GOVERNING A QUORUM

The Senate adopts its standing rules every four years, and the House adopts its rules every two years. The House Rules, Senate Rules, and Joint Rules are contained in the *Legislative Handbook and Directory* compiled by the Secretary of the Senate and the Clerk of the House. The rules are available online at www.legislature.mi.gov.



In the Senate, amending or repealing a rule must be by resolution referred to the Committee on Government Operations for review. The amendment or repeal of a rule requires a majority vote of the Senators elected and serving. A rule may also be suspended by a majority of the members elected and serving. A House rule may be altered by a majority vote of the members elected and serving, but any proposed changes must be made in writing and in the possession of the House five days prior to their consideration.

A rule may be suspended by a vote of three-fifths of the representatives present and voting. Suspension of the rules on matters related to the order of business, schedule of legislative sessions, and adjournment may be by majority vote of the members elected and serving.

LEGISLATIVE AND PARLIAMENTARY PROCEDURES

One of the areas new legislators are generally least familiar with initially is legislative/parliamentary procedures. Both members and staff should be familiar with the rules of both chambers, the Joint Rules, and the constitutional provisions governing the Legislature, which may be found in Article IV of the Michigan Constitution.

In the Senate, the rules of parliamentary practice comprised in *Mason's Manual of Legislative Procedure* govern in all cases where they are not inconsistent with the standing rules and precedents of the Senate. Senators' inquiries about parliamentary procedure during session should be directed to the presiding officer. It should also be noted that, by Senate rule, the Secretary of the Senate or a member of the staff of the Secretary of the Senate shall serve as the Senate Parliamentarian to advise the Senate on questions relating to parliamentary law and procedure.

In the House, in cases not provided for by the state constitution, the House Rules, or by the Joint Rules of the Senate and House of Representatives, the authority is also *Mason's Manual of Legislative Procedure*. In the House, members' inquiries should be directed to the presiding officer during session. By House rule, the Clerk of the House serves as the House Parliamentarian.

Outside of session, the Secretary of the Senate or the Clerk of the House and their staffs are available to answer questions of procedure or to provide general information concerning the operation of the chambers.

RECESSES AND ADJOURNMENTS

By constitutional provision, neither chamber can adjourn, without the consent of the other, for more than two intervening calendar days, nor adjourn to any place other than where the Legislature may then be in session. Generally, the House and Senate adopt a concurrent resolution at the start of each biennial session authorizing a longer period of adjournment without the approval of both chambers. For longer periods, a concurrent adjournment resolution is adopted by both chambers with specific dates for adjournment and reconvening.

Regular sessions are adjourned sine die (without day) on a day determined by concurrent resolution at 12:00 noon. Usually, the sine die or final adjournment occurs during the last week of the year.

SPECIAL SESSIONS

The governor is authorized by the state constitution to convene the Legislature on extraordinary occasions. The governor may also convene the Legislature at some other place if the seat of government becomes dangerous for any reason. During a special session called by the governor, the Legislature cannot pass bills on any subject other than those expressly stated in the governor's proclamation or those submitted by special message.

Under the Joint Rules, if either or both chambers of the Legislature have adjourned for more than two days until a specific date, a committee composed of the Senate Majority Leader and the Speaker of the House may by unanimous vote convene either or both chambers at any time in case of emergency.

FROM IDEA TO LAW: BILLS AND RESOLUTIONS

How an Idea Becomes a Bill

Turning a Bill Into Law

How to Read a Bill

Structure of a Bill

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Budget Revisions

FROM IDEA TO LAW

Many civics books detail the legislative process. However, an often overlooked, but no less important, component of our system of self-government is the transformation of ideas into bills. Far less is written about what happens before the formal steps of drafting, introduction, committees, and public input on a proposal. In the variety of sources from which an idea can spring, this first step in lawmaking reflects the diversity of our society. It illustrates the stake we all have in what the Legislature does.

This chapter sets out to accomplish two aims: detailing the process and framework that bills are channeled through and providing an introduction on how to transform a concept into statute. The first topic is an overview of how ideas for legislation are generated. That is followed by the ten-step process a bill experiences from introduction to the governor's signature or veto and what it takes for a bill to advance to the stages in between. A discussion on how to read the various parts of a bill follows. Finally, this chapter concludes with an overview of Michigan's appropriation process and budget cycle. The supporting resources that aid legislators and staff in the efforts mentioned throughout this text are detailed in the Necessary Resources chapter.

HOW AN IDEA BECOMES A BILL

Unlike the state constitution, which is considered a broad framework and is amended infrequently, laws are more fluid to reflect changes in how we live, work, educate our children, develop our economy, protect our citizens, promote health, and safeguard the environment. In theory, there is no limit to the sources for or numbers of ideas for new laws or changes to existing laws. In practice, ideas for most bills come from the following sources:

- **Legislators:** The membership has a diverse set of experiences, goals, and constituent concerns.
- **The Governor:** As the state's chief executive officer, the governor has a leadership role in proposing solutions to problems. The governor cannot introduce bills and must work with legislators to have them introduce the appropriate proposals as bills.
- **The Public:** Constituent questions or problems frequently uncover a legislative need.
- **Interest Groups:** Virtually all citizens are represented in some way by interest groups. These groups speak for the places people work and live and the common interests we share with others. These lobby groups bring ideas and knowledge to the lawmaking process.
- **Government Agencies:** Many bills originate in state agencies through the people "on the front lines" carrying out state policies.
- **Courts and the Attorney General:** The interpretation of statutes by the courts and attorney general opinions can point out areas where a law needs to be refined, clarified, or rewritten.
- **Federal Government:** Changes in federal law and regulations often make it necessary for state laws to change to remain consistent, to qualify for federal funding, or to avoid losing federal aid.
- **Special Committees and Task Forces:** Groups of lawmakers and staff often work together to study a given problem. Many major packages of legislation, like school finance and the consolidation of health laws, were developed through these groups.



Representative Chang speaking from the House floor.

- **Legislative Agencies:** Staff people working on an issue can encounter innovative laws in other states or reports from sources like the National Conference of State Legislatures or the Council of State Governments. The Michigan Law Revision Commission and the Michigan Commission on Uniform State Laws regularly make recommendations.

After receiving ideas from these diverse sources, a legislator must decide if the problem requires legislation. Determining this involves research and communication with many of the same sources listed above. This stage—weeding out notions that do not call for changes to state law—is probably one of the most important steps in the entire process.

When the decision is made to contact the Legal Division of the Legislative Service Bureau (LSB) to make a bill request, the idea begins to take shape into the language of law. The attorney working with legislators and staff on the draft will often use the information gathered already to craft a solution to the original problem. After preparation, the drafted bill (often referred to as the “blueback”) is ready for introduction and review through the legislative process.

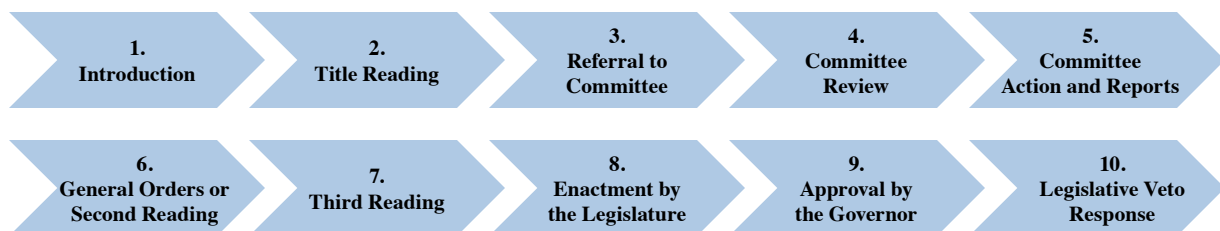
TURNING A BILL INTO LAW

The Michigan Legislature develops and considers legislation for the state on any subject not prohibited by the state or federal constitutions. There are various steps that every piece of legislation follows in the course of being considered. These steps constitute the legislative process.

During its two-year term, the Legislature considers many of the thousands of bills introduced. Proper consideration of the bills requires organization, time, and hard work. Legislators and legislative committees spend many hours working on bills before they are submitted for consideration on the floor of either chamber of the Legislature. The floor debate on a bill, as seen by a visitor, is the final stage of legislative consideration of the bill prior to passage or defeat in each chamber.

The state constitution requires that an introduced bill be printed and in the possession of each chamber for at least five days prior to passage. This provision serves to prevent hasty or ill-considered legislation and to allow interested persons outside the Legislature to become familiar with proposed legislation. (Constitution, Art. IV, Sec. 26.) No act shall take effect until the expiration of 90 days from the end of the session at which the measure was enacted. The Legislature may give immediate effect to an act by a two-thirds vote of the members elected and serving in each chamber. (Constitution, Art. IV, Sec. 27.)

The following is a general and brief description of the major steps of the legislative process a bill must go through before it is enacted into law:



1. Introduction

Bills may be introduced in either chamber of the Legislature. Senate bills are filed with the Secretary of the Senate and House bills with the Clerk of the House. Upon introduction, bills are assigned a number. At the beginning of each biennial session, House bills are numbered consecutively starting with House Bill No. 4001 and Senate bills are numbered starting with Senate Bill No. 1. In both chambers, joint resolutions are assigned a letter starting with “A.”

2. Title Reading

Under the state constitution, every bill must be read three times before it may be passed. The courts have held, however, that this requirement can be satisfied by reading only the bill's title. Upon introduction, the bill's title is read a first and second time in the Senate and is read once in the House. The introduced bill is then ordered to be printed.

3. Referral to Committee

Upon introduction, a bill is also referred to a standing committee in the Senate by the Majority Leader and in the House of Representatives by the Speaker. All Senate bills involving an appropriation must be referred either directly to the appropriations committee or to an appropriate standing committee and then to the appropriations committee.

4. Committee Review

Committee members consider a bill by discussing and debating the bill. The committee may also hold public hearings on the bill and listen to testimony.



Representative Chatfield testifying before committee.

5. Committee Action and Reports

A standing committee may act on a bill in various ways. The committee may:

- a. Report the bill with favorable recommendation.
- b. Report the bill with amendments with favorable recommendation.
- c. Report the bill with the recommendation that a substitute be adopted.
- d. Report the bill without recommendation.
- e. Report the bill with amendments but without recommendation.
- f. Report the bill with the recommendation that the bill be referred to another committee.
- g. Take no action on the bill.
- h. Vote to not report the bill out of committee.

Reported with recommendation. If a bill is reported from committee favorably with or without amendment or in the form of a substitute bill, the committee report is printed in the journal with a list of how committee members voted on reporting the bill. On being reported favorably from committee, the bill and recommended committee amendments, if any, are placed on the order of General Orders in the Senate. In the House, the bill and amendments, if any, are referred to the order of Second Reading.

Reported without recommendation. The bill, upon being reported from committee, is tabled (temporarily removed from consideration) on the floor. A majority vote of the members present and voting in the chamber where the bill is tabled is required to remove the bill from the table before it may be given further consideration.

Failing to report a bill. In both chambers, a majority vote of the members serving on a committee is necessary to report a bill. If a committee fails to report a bill, a motion to discharge the committee from considering the bill may be offered in the chamber having possession of the bill. If this motion is approved by a vote of a majority of the members elected and serving, the bill is then placed in position on the calendar for floor action. In the House, at least a one-day prior notice of the motion to discharge must be given to the Clerk of the House.

6. General Orders or Second Reading

For the purpose of considering the standing committee recommendations on a bill, the Senate resolves itself into the Committee of the Whole and the House assumes the order of Second Reading. Amendments

to the bill may be offered by any member when the bill is being considered at this stage of the legislative process. In the Senate, a simple majority of members present and voting may recommend adoption of amendments to the bill and recommend a bill be advanced to Third Reading. In the House, amendments may be adopted by a majority serving, and a majority voting may advance the bill to Third Reading. In the House, a bill may be placed on Third Reading for a specified date.

7. Third Reading

While there are provisions in the House Rules and the Senate Rules for reading bills, unless exception is made, bills are not read in full in either chamber. In both chambers, amendments must be approved by a majority vote of the members serving and the previous question may be moved and debate cut off by a vote of a majority of the members present and voting. At the conclusion of Third Reading, the bill is either passed or defeated by a roll call vote of the majority of the members elected and serving (pursuant to the state constitution, approval of certain measures requires a “super majority” of a two-thirds or three-fourths vote) or one of the following four options is exercised to delay final action on the bill: (a) the bill is returned to committee for further consideration; (b) consideration of the bill is postponed indefinitely; (c) consideration of the bill is postponed until a certain date; or (d) the bill is tabled.

Following either passage or defeat of a bill, a legislator may move for reconsideration of the vote by which the bill was passed or defeated, if the bill is still in possession of the chamber. (A motion to reconsider can be made for any question.) In the Senate, the motion for reconsideration must be made within the following two session days; in the House, the motion must be made within the next succeeding session day.

8. Enactment by the Legislature

If a bill passes one chamber of the Legislature, it is sent to the other chamber where it follows the procedure outlined above, resulting in defeat or passage.

If a bill is passed by both chambers in identical form, the bill is ordered enrolled by the chamber in which the bill originated. Enrollment is the procedure used to verify what was actually passed by the Legislature. The enrolled bill is the final authoritative copy of a bill passed by both chambers and signed by the Clerk of the House and the Secretary of the Senate. Following enrollment and printing, the bill is sent to the governor.

If a bill is passed in a different form by the second chamber, the bill must be returned to the chamber of origin and one of the following occurs:

- a. If the amendment(s) or substitute bill of the second chamber is accepted in the chamber of origin, the bill is enrolled, printed, and sent to the governor. It should also be noted that either chamber may amend an amendment made by the other chamber. At any time while in possession of the bill, either chamber may recede from its position in whole or in part and the bill may be returned to the other chamber for this purpose. If this further action is agreed to by both chambers, the bill is ordered enrolled.
- b. If the amendment(s) or substitute proposal of the second chamber is rejected in the chamber of origin, the bill may be sent to a conference committee (a special committee composed of three legislators from each chamber) which attempts to resolve differences between the two versions of the bill. The conference committee can consider only issues in the bill upon which there is disagreement between the two chambers. However, when the agreement arrived at by the conferees is such that it affects other parts of the bill, such as in an appropriations measure, the conferees may recommend further amendments to conform with the agreement. The conferees may also recommend corrections to any errors in the bill. The conference committee may reach a compromise approved by at least a majority of the conferees from each chamber, and submit a report to the chamber of origin. If adopted, the report and bill are transmitted to the other chamber. If the conference committee report is approved in the other chamber, the bill is then enrolled, printed, and sent to the governor. A conference report

may not be amended by either chamber. If the conference committee is not able to agree, or if the report is rejected by either chamber, a second conference committee may be appointed. When a second conference has met and the two chambers are still unable to agree, no further conference is in order.

Enrolled bills. When a bill is passed by both chambers of the Legislature, it is enrolled. This version of the bill does not show the specific legislative changes in “~~strike-through~~ / **BOLD**” form. The sections of law having proposed changes are published at length as they will actually appear when the bill is enacted into law.

9. Approval by the Governor

Upon receipt of an enrolled bill, the governor has 14 days to consider the bill. The governor may:

- a. Sign the bill;
- b. Veto the bill and return it to the chamber of origin with a message stating the governor’s objections; or
- c. Choose not to sign or veto the bill.

If the governor signs the bill it becomes law either at the expiration of 90 days after the Legislature adjourns sine die, on a date specified in the bill that is beyond the ninetieth day, or immediately upon filing with the Secretary of State if two-thirds of each chamber voted for immediate effect. If a bill is neither signed nor vetoed, the bill becomes law 14 days after having reached the governor’s desk if the Legislature is in session or in recess. If the Legislature should adjourn sine die and the governor does not sign the bill within 14 days, it does not become law. For each year, public acts are numbered sequentially starting with the number 1.



*Bill signing ceremony
with Governor Snyder.*

10. Legislative Veto Response

If the governor vetoes a bill while the Legislature is in session or recess, one of the following actions may occur:

- a. The Legislature may override the veto by a two-thirds vote of the members elected to and serving in each chamber. The bill then becomes law.
- b. The bill may not receive the necessary two-thirds vote and thus the attempt to override the veto will fail.
- c. The bill may be tabled.
- d. The bill may be re-referred to a committee.
- e. Consideration of the veto override may be postponed indefinitely or to a definite time.

HOW TO READ A BILL

Bills can amend existing law by adding or deleting language, or they can propose to create completely new law. These changes are presented in a particular style and format to make it easier to understand what a bill proposes to do. Article IV of the Michigan Constitution contains several guidelines relating to the style, content, and enactment of bills.

SAMPLE OF INTRODUCED HOUSE BILL

HOUSE BILL No. 4577

Heading

HOUSE BILL No. 4577

May 12, 2015, Introduced by Reps. Lauwers, Dianda, Rendon, Cole, LaVoy, McBroom, Brett Roberts, Pagel, Victory, Vaupel, Jenkins, Canfield, Brunner, Smiley, Inman, Leutheuser, Kelly, Yonker, LaFontaine, Glardon, Cochran, Jacobsen, Maturen and McCready and referred to the Committee on Transportation and Infrastructure.

A bill to amend 1949 PA 300, entitled
"Michigan vehicle code,"
by amending section 312f (MCL 257.312f), as amended by 2015 PA 11.

Style Clause

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Title

1 Sec. 312f. (1) Except as otherwise provided in this section, a
2 person shall be not less than 18 years of age before he or she is
3 issued a vehicle group designation or indorsement, other than a
4 motorcycle indorsement, or not less than 21 years of age and has
5 been approved by the ~~transportation security administration~~
6 **TRANSPORTATION SECURITY ADMINISTRATION** for a hazardous material
7 endorsement before he or she is issued a hazardous material
8 indorsement on an operator's or chauffeur's license and, as
9 provided in this section, the person shall pass knowledge and
10 driving skills tests that comply with minimum federal standards

HOUSE BILL No. 4577

Line Numbers

Drafting Attorney

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Bill Request Number and Year

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STRUCTURE OF A BILL

The more significant structural components of a bill are described in the following paragraphs and are listed according to their customary order of appearance. Each of the components may not be necessary for every bill. Their arrangement may also be revised according to the particular needs of a bill.

Headings show the chamber in which the bill was introduced, the bill number assigned upon introduction, the date of introduction, the sponsor(s), and the committee to which the bill was referred.

Sample heading:

HOUSE BILL No. 4577

May 12, 2015, Introduced by Reps. Lauwers, Dianda, Rendon, Cole, LaVoy, McBroom, Brett Roberts, Pagel, Victory, Vaupel, Jenkins, Canfield, Brunner, Smiley, Inman, Leutheuser, Kelly, Yonker, LaFontaine, Glardon, Cochran, Jacobsen, Maturen and McCready and referred to the Committee on Transportation and Infrastructure.

Titles state the purpose of the bill in as clear and concise a manner as possible. The Michigan Constitution requires a title for all bills and further specifies that a law must embrace only one object, which shall be expressed in its title. In the case of an appropriation bill or a bill that does not amend existing law, the title is generally a short description of the bill. The title of a bill to change existing law specifically identifies the act and section(s) of law to be amended. The Michigan Constitution provides that a law cannot be revised, altered, or amended by reference to its title only.

Sample title (amendatory bill):

A bill to amend 1949 PA 300, entitled "Michigan vehicle code," by amending section 312f (MCL 257.312f), as amended by 2015 PA 11.

Style clauses are required by Article IV, Section 23, of the Michigan Constitution, which provides, "The style of the laws shall be: The People of the State of Michigan enact." This phrase has no bearing on the substance of a bill; even bills that only repeal or amend sections of the *Michigan Compiled Laws* (MCL) must include the style clause.

Style clause:

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

Statutory short titles can be included, for sake of brevity or ease of identification, such as the "Michigan penal code" or the "Revised judicature act of 1961." Generally, if a statute contains a short title, it appears in the first section of the act and is also used in the title of a bill amending that act.

Sample short title:

Sec. 1. This act shall be known and may be cited as the "Jessica Heeringa act".

Definition sections are often included in new acts if the act contains key words or phrases that are used frequently in the act that have several dictionary meanings or that are limited or extended beyond common meanings.

Sample definition section:

(12) As used in this section, “farm related service industry” means custom harvesters, farm retail outlets and suppliers, agri-chemical business, or livestock feeders.

Provisions. There are numerous varieties of *substantive provisions* included in the body of a bill. Types of sections that fall into this category include *principal operation provisions* that may, for example, specify by whom and how a bill shall be administered; *enforcement provisions* that may include directions on who shall enforce, investigate, or prosecute violations; and *savings clauses* that are utilized when the provisions of a bill affect existing rights, obligations, procedures, and pending matters, and when the Legislature wishes to preserve the status quo of those rights, obligations, procedures, or pending matters. In addition, many bills have provisions prescribing criminal or civil penalties for violating provisions set forth in the bill. These sections must be drafted to assure that persons subject to the law have a clear and unequivocal warning, in language that people generally will understand, of the actions that may expose them to liability. Within appropriation measures, the substantive sections that appear at the end of the bill are known as “boilerplate.” These provisions may relate to the reporting of expenditures or the intended use of appropriated funds, but should not attempt to amend substantive changes in existing law.

In passing legislation, a bill cannot be altered or amended so as to change its original purpose as determined by its total content, which is generally indicated in the substantive provisions, and not alone by its title.

Repeal clauses are used by the Legislature to repeal existing statutes or parts of laws, and all statutes are subject to repeal at the discretion of the Legislature. The Legislature’s repeal powers are limited by the state constitutional provision requiring a two-thirds vote of the members serving in each chamber to repeal laws regulating banking and a three-fourths vote to repeal a law adopted by initiative petition, unless otherwise provided in the initiated measure.

Sample repeal clause that appears as an enacting section:

Enacting section 1. 1986 PA 268, MCL 4.1101 to 4.1901, is repealed.

Effective dates. The state constitution provides, “No act shall take effect until the expiration of 90 days from the end of the session at which it was passed, but the Legislature may give immediate effect to acts by a two-thirds vote of the members elected and serving in each chamber.” (Constitution, Art. IV, Sec. 27.) As a general rule, a legislative enactment, other than a bill that will take effect immediately upon being approved by the governor and filed with the Secretary of State or that will take effect on the date specified in the bill by the Legislature, becomes effective on the ninety-first day after the sine die adjournment of the Legislature.

Sample effective date provision of a specified date that appears as an enacting section at the end of a bill:

Enacting section 1. This amendatory act takes effect January 1, 2016.

Tie bars are devices used to condition the effectiveness of a bill upon the enactment of another bill or bills into law. A tie bar provides that the bill in which it is contained will not take effect unless the other bill or bills are enacted into law.

Sample tie bar provision that appears as an enacting section at the end of a bill:

Enacting section 2. This amendatory act does not take effect unless House Bill No. 4001 of the 98th Legislature is enacted into law.

Referendum clauses. The state constitution permits the Legislature to condition the effectiveness of an enacted bill, other than an appropriation bill, upon the approval of the electors of the state. If a bill is an amendatory bill, the *referendum clause* appears as an enacting section at the end of the bill. In a bill proposing a new act, the referendum provision is the last section. Certain enactments for which the state constitution requires approval by referendum include a legislative alternative to an act proposed by initiative petition, a local or special act, an act proposing long-term state borrowing, and a proposed amendment to the state constitution. (Constitution, Art. IV, Sec. 34.)

Sample referenda:

Enacting section 2. This amendatory act does not take effect unless approved by a majority of the electors of this state voting on the question at the general election to be held November 4, 2014. This amendatory act shall be submitted to the qualified electors of this state at that election as provided by the Michigan election law, 1954 PA 116, MCL 168.1 to 168.992. If approved by the electors, this amendatory act takes effect December 10, 2014.

Bill request numbers or control numbers are assigned to each bill request. This number, along with the year in which the bill was requested, appears at the bottom of every page on all bills. The initials of the Legislative Service Bureau attorney who drafted the bill also appear at the bottom of the first page of the bill.

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For more information on bill structures, please contact the Legal Division of the Legislative Service Bureau (373-9425). More information on using the Legal Division can be found in the Necessary Resources chapter.

MODIFYING A BILL

Each line of every section in a bill is numbered to assist in the amending process. Amendments are prepared to read and appear in the journals, for example, as follows: “Amend page _____, line _____, after _____ by inserting _____ (or striking out _____ and inserting _____).”

Adding to the bill. In the body of a bill that proposes to amend existing law, all new language to be added to existing law is printed in bold upper case type, **LIKE THIS**. (For the 2003-2004 Legislature, new language was signified by bold type only.) Language in lower case is not being changed by the bill.

Removing from the bill. If the object of a bill can be achieved by eliminating some, but not all, of the language of a section of existing law, the words to be deleted are shown with a line through them, ~~like this~~. This means, of course, that if a proposal passes, the words lined through will be deleted from the law. If an entire section of law is being repealed, a reference to the section will appear in the enacting section and the section being repealed will not appear in the body of the bill.

Completely new. Bills that propose a completely new act, appropriation bills, and bills that do not propose to change the general laws, such as local acts and land conveyance legislation, are typed in lower case.

Amendments to bills may be offered by a member either in committee (if the legislator is a committee member) or on the floor, in accordance with the rules of the House or Senate. If there are a number of amendments to a bill, they may be incorporated into one document called a “substitute”. The Legislative Service Bureau Legal Division prepares amendments and all substitutes, and those requests are given immediate priority attention. Amendments, but not substitutes, may also be drafted by members and staff.

Amendments adopted in committee are printed in the journal, in the form of a committee report, when the measure comes to the floor on Second Reading in the House or General Orders in the Senate. A substitute is not available until the committee report is received by the Clerk of the House or Secretary of the Senate and read into the record or after an individual legislator offers it from the floor.

RESOLUTIONS

Other legislative work is accomplished using resolutions. There are three types of resolutions:

Joint resolutions are measures that are processed in a similar manner as bills and are used to propose amendments to the Michigan Constitution; to ratify amendments to the United States Constitution which are submitted to the states by Congress; and to act upon matters where power is solely vested in state Legislatures by the United States Constitution. Key differences between joint resolutions and bills are that joint resolutions are not presented to the governor and are not subject to the five-day rule. Joint resolutions that propose amendments to the Michigan Constitution (by far the most common purpose of a joint resolution) require a two-thirds vote of the members serving in each chamber for adoption. Other joint resolutions may be adopted by a majority vote.

Concurrent and plain resolutions are official legislative documents that formally express the opinion, sentiment, or will of the Legislature or either chamber. Resolutions are used to communicate with other governmental bodies, to state the official position of the Legislature or one chamber on a particular issue, to request action formally without having to enact a law, or to carry out various internal business, such as amending the rules, establishing special committees, or to express official legislative approval of an action of an executive branch department. Resolutions are also sometimes used to honor prominent citizens and commemorate events.

Concurrent resolutions are used for matters of interest to both chambers and must be adopted by both the House and the Senate. However, they are not enrolled or filed with the Secretary of State. Plain resolutions (often called “straight” resolutions) involve only matters pertaining to one chamber and when introduced are printed only in the journal of that chamber.

DEVELOPING A BUDGET AND AUTHORIZING APPROPRIATIONS

Budget developmental and appropriation authorization can be compared to a perpetual motion machine of constantly moving parts. Analysts in the executive branch and Legislature are continually monitoring the performance of the state's economy, revenues collected by the state, and demands placed on programs by citizens and federal and state laws. While parts of the executive branch are analyzing and projecting needs for future budgets, other parts are working with the Legislature to enact the next fiscal year budget or revise the current fiscal year appropriations to adjust to revenues that are falling short of or exceeding forecasts. The overview of the budget development presented here highlights key elements of the process; for a more detailed discussion see *A Legislator's Guide to Michigan's Budget Process (2014)* www.house.mi.gov/HFA/PDF/Alpha/approps_process_report_2014_update.pdf.

DEVELOPMENT OF THE EXECUTIVE BUDGET

The executive branch begins the behind-the-scenes work for each fiscal year's budget (October 1 to September 30) about one year before the new fiscal year begins. Individual departments submit management plans and budget requests for review by the governor's budget office as they shape a budget for the next fiscal year.

In January of each year, the consensus revenue estimating conference is convened to develop revenue forecasts that are used by the governor along with various targets to craft the budget to be presented to the Legislature. The first consensus conference was convened in 1992 under Public Act 72 of 1991 to improve revenue forecasts for the state budget. The principal participants in the conference are the State Treasurer, the Director of the House Fiscal Agency, and the Director of the Senate Fiscal Agency, or their respective designees. The forecasts of this conference influence the budget prepared by the governor and submitted to the Legislature within 30 days (60 days if it is a newly elected governor) after the Legislature convenes in regular session on the second Wednesday in January as required by Public Act 431 of 1984.

Forecasts and projections are a key element of this conference. Economists from the House and Senate Fiscal Agencies and the University of Michigan prepare extensive analyses of the state's overall economy to forecast performance trends and how those trends will impact revenues collected by the state. Those revenue forecasts are projections of how much money the state will collect and often how much the state can expect in federal matching funds for various programs, which forms the basis for the budget recommendations. Unforeseen events or performance that differs from the forecasts can raise or lower actual revenues, requiring adjustments in the current or future budgets.

LEGISLATIVE CONSIDERATION OF THE BUDGET

After the governor submits the budget and accompanying explanations, recommendations, and legislation, the appropriation bills, which are introduced by a member or members of the Legislature, are referred to appropriations committees for hearings and analysis. A second revenue estimating conference is held in May to review the economic forecasts and make any revisions to the legislative budget bills based on revenue collections and the general economic performance in the time elapsed since the January conference. Soon after the May conference, leaders from the House and Senate and the governor's representatives convene target meetings to negotiate appropriation levels for particular programs, other budget issues, or policies. These targets are meant to serve as a ceiling for their respective bills as they move through the legislative process. Budget bills are usually passed prior to the beginning of the new fiscal year.

LEGISLATIVE BUDGET TIMELINE

MONTH	ACTION TAKEN
January	First Meeting of Consensus Revenue Estimating Conference
January	Governor's Recommendation Prepared for Submission to Legislature, Governor's State-of-the-State and Budget Message Prepared
February	Budget Documents Delivered to Legislature—Legislative Action Begins
March-June	Legislative Action—Subcommittee and Committee Hearings, Floor Votes, Conference Committees
May	Second Meeting of Consensus Revenue Estimating Conference
May	House and Senate Leaders and Governor meet to set spending targets
June	Governor Signs (or Vetoes) Bills—May Include Line-Item Vetoes
September 30	Fiscal Year Ends
October 1	Fiscal Year Begins

APPROPRIATION BILL FORMAT

Multiple and omnibus appropriation bill formats have both been used in Michigan. When multiple appropriation bills are introduced, separate bills are typically introduced for 15 budget areas: agriculture, community colleges, community health, corrections, education, licensing and regulation, environmental quality, general government, higher education, human services, military affairs, natural resources, K-12 school aid, state police, and transportation. The general government budget is a “mini-bus,” as it provides appropriations for the executive office, legislature, and judiciary; the departments of attorney general, state, technology, management and budget, treasury, civil service, and civil rights; and local government revenue sharing. Appropriations are authorized by major governmental unit, program, and line item. Generally, the appropriation bills offered by the governor are in the same detail as enacted for the previous year except when format changes are proposed. Fiscal analysts construct the budget bills, legal provisions governing the appropriations are reviewed and often revised, and the bills are checked for form by the Legislative Service Bureau. In addition, each appropriation bill contains certain conditions and stipulations governing the expenditures called “boilerplate.”

ENACTMENT OF APPROPRIATION BILLS

Past customs were set aside in the 2011/2012 biennial session as the Senate introduced the set of multiple appropriations bills for the entire budget and the House considered two omnibus budget bills for the state budget. One omnibus budget bill for school aid provided appropriations for K-12 school aid, community colleges, and universities. The second omnibus budget bill provided appropriations for the remaining 12 budget areas. Each chamber considered and passed its budget bill(s) and ultimately the budget was presented to the governor for his signature in the form of two omnibus bills.

Prior to the 2011/2012 session, the set of multiple (15) appropriation bills were introduced in both chambers simultaneously and were divided between the chambers for consideration. The chamber of origin alternated each year so both appropriations committees could work simultaneously on the appropriation bills. For example, Senate Bill 245 authorizing the budget for the Department of Transportation (MDOT) was considered first and enacted in 2009, while House Bill 5889 authorizing the MDOT budget was considered first and enacted in 2010.

Legislators serving on the appropriations committee have multiple opportunities to hear and consider the governor's recommendations for the budget. As the appropriations subcommittees conduct hearings on the appropriation bills, House and Senate Fiscal Agency staffs provide detailed briefings, analyses, and reviews of the governor's budget proposals. Executive department budget officials generally attend the hearings as well to provide explanations or clarifications. The chair of the subcommittee considering a bill may offer a substitute revising the original recommendations for consideration by the full Appropriations Committee. The full committee may report the bill for consideration on the floor without changes, with amendments, or as a substitute.

Legislators not serving on the appropriations committee may have their first extensive look at the budget in caucus meetings prior to consideration of the bills on the floor. Caucus meetings provide an opportunity to develop a caucus position and to build a better understanding of the bills. To support consideration of the bills on the floor, House and Senate Fiscal Agency staffs will prepare summaries of the bills highlighting differences in funding levels from the previous fiscal year, the governor's recommendation, and any changes to funding levels recommended in the bills reported by the committee.

Final approval of appropriation bills follows similar procedures as other bills. If the House and Senate do not agree, the bill(s) are sent to conference committees to forge an agreement that is then returned to each chamber for adoption. Bills that are approved are enrolled and presented to the governor for signature. Unlike other bills, the governor has line-item veto authority in appropriation bills, meaning the governor can veto a single item(s) rather than an all-or-nothing veto of the entire bill. The Legislature can override a line item veto with a two-thirds vote of the House and Senate.

Depending on the level of agreement between the Legislature and governor, consideration of the appropriation bills can proceed expeditiously or not. When the level of agreement is high, the budget can be completed in June. Many entities that depend on state funds, such as public schools, institutions of higher education, and local governments, prefer early completion as their fiscal years begin on July 1. When there is significant disagreement between the governor and Legislature, appropriation enactment can extend into August or September and on rare occasions continuation budgets have been needed.

BUDGET REVISIONS

Adjustments often need to be made to the budget since the planning begins more than a year before enactment. It should be noted that an appropriation is not a mandate to spend; it is merely an authority. When it appears that actual revenues for a fiscal period will fall below the revenue estimates which were the basis for the appropriation, the governor needs to take actions to reduce expenditures. The governor can do so by issuing an executive order which must be approved within ten days by both the House and Senate Appropriations committees. If the order is disapproved, the governor has 30 days to submit alternative recommendations for approval or disapproval. The governor cannot use an executive order to reduce legislative or judicial expenditures. Another means of revising expenditures is through a supplemental appropriation bill, which can increase or decrease the original appropriation.

THE WORKING LEGISLATURE: MICHIGAN'S COMMITTEE SYSTEM

Types of Committees

Standing Committees

Special Committees

Statutory and Constitutional Committees

Conference Committees

Committee Operations

Legislative Oversight

Tools of Oversight

The Auditor General

MICHIGAN'S COMMITTEE SYSTEM

While the Legislature makes its mark with the votes that are cast in its chambers, much of the work in preparing for those votes occurs in committees. Established committees attend to the regular work of the Legislature and special committees may be created to work on very specific issues. Committees also play a significant role in monitoring and overseeing the work of the executive branch. This section presents an overview of the committee structure, operations, and oversight.

TYPES OF COMMITTEES

The committee system, as part of the legislative process, has evolved in response to the great number and diversity of issues which must be considered. Without being divided into committees, it would be difficult for either the Senate or the House to evaluate effectively or efficiently the thousands of proposals introduced each biennial session. The committee system distributes the workload; in many instances, the critical decisions regarding legislation are made in committee and sometimes in a subcommittee.

STANDING COMMITTEES

There are several different types of committees utilized by the Michigan Legislature to achieve various objectives. The standing committees are the central vehicles through which legislation must pass for scrutiny, debate, and modification. The standing committees are created in the rules of each chamber. In 2016, there were 23 standing committees in the Senate and 25 standing committees in the House.

The House or Senate Rules specify the number of legislators who serve on each committee, with the appropriations committees being the largest. Committee assignments are made by the Majority Leader in the Senate and by the Speaker in the House unless directed otherwise. In the Senate, appointments to committees are subject to approval of the Senate. The Senate Rules provide that appointments of minority party members must be made from a list submitted by the Minority Leader and must consider the preferences, seniority, and experience of the members. If the Majority Leader rejects names on the list and their corresponding committee assignments, the Minority Leader submits replacement nominations. In both chambers, the first member named to the committee is the chairperson and the second named is the vice chairperson. The first named member of the minority party is the minority vice chairperson.

Legislation is referred to the standing committees by the Senate Majority Leader or the Speaker of the House. The rules of the Senate and House do not describe the jurisdictions of the individual standing committees except that all senate bills involving an appropriation must be referred either directly to the appropriations committee or to an appropriate standing committee and then to the appropriations committee. Traditionally, the assignment of bills follows topical lines.

While the primary function of the standing committees is to consider legislation, there are a few specific exceptions. For example, the appropriations committees in the House and Senate have the added responsibility under the state constitution of approving or disapproving gubernatorial executive orders that propose reductions of expenditures authorized by appropriation. The Senate Committee on Government Operations is the committee to which nominations to office submitted by the governor requiring advice and consent and all other executive business are referred. This committee also responds to questions relating to the interpretation and enforcement of Senate Rules concerning legislative conduct and ethics.

SPECIAL COMMITTEES

Special committees may be established by legislative resolution or by directive of a legislative leader and may consist of members of one or both chambers. The number of members who serve on these committees varies. Special committees are generally appointed to serve for a specified period of time. For the most part, the purpose of a special committee is to study and investigate topics of special interest, such as fire safety needs, oil and gas extraction on public lands, or health care costs. There are other terms used in the Michigan Legislature to describe single-purpose, specific-issue committees. These include “select,” “ad hoc committee,” “task force,” and “ad hoc task force.” Much of the time they are similar in purpose to a subcommittee directed to look into an issue. These committees and task forces do not take formal action on bills. Information gathering, often in preparation to formal consideration of legislation, is usually the prime aim of these types of committees.

STATUTORY AND CONSTITUTIONAL COMMITTEES

In addition to the special committees, which may consist of members from both chambers, there are several permanent committees created by state statute or by the state constitution.

Legislative Council. A bipartisan committee of the House and Senate, consisting of 12 regular and six alternate members, established pursuant to Article IV, Section 15, of the State Constitution. The primary responsibility of the Legislative Council is to maintain bill drafting, research, and other services for legislators. The council appoints the Council Administrator, who has overall supervisory responsibilities for council agencies, including the Legislative Service Bureau (LSB), the Legislative Corrections Ombudsman, the Veterans’ Facility Ombudsman, the Criminal Justice Policy Commission, and the State Drug Treatment Court Advisory Committee. The council also appoints three commissioners on Uniform State Laws for Michigan and four non-legislators to the Michigan Law Revision Commission. The council may create subcommittees that may include members of the Legislature who are not council members.

Joint Committee on Administrative Rules (JCAR). A ten-member committee created pursuant to the *Administrative Procedures Act*, 1969 PA 306. The committee is responsible for reviewing rules proposed by state administrative agencies.

House Fiscal Agency (HFA) Governing Board. A six-member committee comprised of the Speaker of the House, the minority leader, the chairperson and minority vice chairperson of the House Appropriations Committee, and the majority and minority floor leaders.

Senate Fiscal Agency (SFA) Governing Board. A five-member committee comprised of the majority and minority leaders, the Senate Appropriations Committee chairperson, and two other senators.

Board of Trustees for the Michigan Legislative Retirement System. An 11-member body established by statute to govern the administration of the Legislative Retirement System. The board includes four current legislators.

Michigan State Capitol Commission (MSCC). A six-member commission consisting of the Secretary of the Senate, Clerk of the House, two individuals jointly appointed by the Secretary of the Senate and the Clerk of the House, and two individuals appointed by the governor. Pursuant to 2013 PA 240, the commission is responsible for maintaining and restoring the Michigan Capitol and grounds.



*Representative Farrington speaking
on the House Floor.*

CONFERENCE COMMITTEES

Another type of committee that plays an integral part in the legislative process is the conference committee. Conference committees consist of three members from each chamber and are assigned the responsibility of resolving differences between versions of the same bill passed by both chambers. The first-named member of the chamber in which the bill originated is the chairperson of the conference committee. The conference committees of the two chambers vote separately while in conference and the majority of each committee determines what the recommendations of the conference will be. If the conferees agree, they make a report which is signed by at least a majority of the conferees from each chamber. Conference committees are most often necessary for appropriations bills.

COMMITTEE OPERATIONS

Standing committees are empowered to review legislation and hear testimony and operate under the applicable rules of their respective chambers. House committees also use supplemental rules. Committee actions require the approval of a majority of those appointed and serving on the committee. Under the state constitution, committees are required to keep an action journal recording the date and time of each meeting, the members present and absent, and all action on legislation with the names and votes of the members. Members with unexcused absences from three committee meetings shall be automatically dropped from committee membership.

Standing committees generally have a regular schedule that indicates what day and time the committees will meet each week. Notice of committee meetings is posted on the legislative website (www.legislature.mi.gov) and at various locations around the Capitol. A standing committee in either chamber may also hold public hearings on bills referred to that committee. Notice of the hearing, its subject, time, and place, is also printed in the journal and on the calendar and is posted. Committee meetings and notices must comply with the *Michigan Open Meetings Act* (1976 PA 267). Committees cannot meet during daily session unless authorized by their respective chambers.

Though rare, committees may be authorized, by resolution, to administer oaths, subpoena witnesses, and examine the books and records of any persons, partnerships, or corporations involved in a matter properly before any committee. The Legislature may punish witnesses who neglect or refuse to obey committee subpoenas, or who refuse to be sworn or testify, or who fail, upon demand, to produce necessary materials relative to an investigation. The Legislature may also punish witnesses or attorneys who are guilty of any contempt while in attendance at any hearing before any committee.

LEGISLATIVE OVERSIGHT

While the term “oversight” is regularly used in the halls of the Capitol and in political science classes, the Michigan Legislature exercises this function less formally as they consider and draft legislation. This section will identify the principal tools for legislative oversight.

Legislative oversight is how the Legislature monitors the other branches of state government, primarily the executive branch, to make sure state programs are operating effectively. This process is a key part of the checks and balances that are integral to our system of self-government. Legislative oversight is an attempt to ensure accountability in public spending. It helps the Legislature make decisions in the future, particularly whether or not a government program is worthwhile.

TOOLS OF OVERSIGHT

The Legislature has several ways to monitor the activities of state government. While these tools are available, how much oversight is undertaken depends upon how vigorously the Legislature uses them. Many of the avenues to oversight are part of other aspects of the legislative process. A standing committee reviewing bills, for example, can also look into the processes used by an executive department to carry out its work. While this may not be as obvious as a committee expressly established to study a certain program, both are illustrations of legislative oversight.

Appropriations Process. The task of appropriating funds provides an excellent and ongoing vehicle for legislative oversight. In addition to the forward-looking nature of determining a budget, work on appropriations offers a retrospective view of the impact of prior spending. Besides setting the amount to be spent, appropriations bills include boilerplate language that sets forth directions on how the money is to be used. Sometimes, this language provides requirements for communicating with the Legislature.

Study Committees and Task Forces. The Legislature may create special-purpose committees to study certain issues. These bodies are distinct from standing committees in that they do not consider bills. They are sometimes called select committees, special committees, or ad hoc committees. These may be created by resolution or appointment by leadership. In addition to the groups set up formally through the Legislature, caucus groups often initiate studies.

Executive Orders. The Michigan Constitution provides the Legislature the power to disapprove an executive order issued by the governor to reorganize units within the executive branch or to reduce the state budget during times of revenue shortfalls. This is a direct mandate for legislative oversight.

Gubernatorial Appointments. The Michigan Constitution provides the Senate with advice and consent powers on certain appointments by the governor. During this review, the Senate can exercise its responsibilities for legislative oversight.

Administrative Rules. Many laws provide for executive departments to promulgate administrative rules to carry out the details of law. The administrative process, outlined in the *Administrative Procedures Act*, includes responsibilities for the Legislature to participate in the development and approval of these rules. Early involvement in the process is the key to effective legislative oversight through administrative rules. (See the section on the Administrative Rules Process in the Executive and Judicial Branches chapter.)

Sunset. Inserting sunset dates into laws—dates of expiration for certain or all provisions of an enactment—is an effective oversight tool. This automatically brings an issue or program back before the Legislature for review. The review can be as brief or comprehensive as lawmakers feel is warranted.

Constitutional and Statutory Language. To ensure that the Legislature maintains its involvement on some issues, some public acts and sections of the Michigan Constitution contain options for the Legislature to approve or disapprove certain actions. Several provisions require the Legislature to take a specific action before a state agency can continue carrying out an activity. These actions are often taken by the Legislature adopting a concurrent resolution.

Legislative Service Bureau. The Legislative Service Bureau (LSB) provides nonpartisan and confidential research services to support the Legislature in its work, including oversight support. While the LSB cannot independently bring forward oversight matters to the committee, the in-house research staff with area expertise will answer any specific questions. In addition, the Bureau publishes issue briefs on the legislative computer network website, *MiSource*. This site and its contents are exclusive to legislators and their staff. For more information, please refer to the Necessary Resources chapter.

Caucus Staff. Both the majority and minority caucus offices in both chambers maintain policy specialists who develop expertise in areas relevant to state government and advise their caucus' members and staff. The staff conducts research, maintains contacts with experts in their field and interested parties, assists standing committee members, and provides bill analyses. More information on using your caucus staff can be found in the Necessary Resources chapter.

Other Tools. In addition to the formal vehicles for oversight, the Legislature also can monitor the work of the executive departments in many other ways. Standing committees routinely seek information from government agencies during the course of considering bills. Individual lawmakers can request information on their own. Handling requests from constituents can offer insights into a program too.

The science of effective legislative oversight goes far beyond identifying the tools used to conduct evaluations. While this aspect of the Legislature does not often garner the attention of the media, the work is important to the quality of government services.

THE AUDITOR GENERAL

The Michigan Constitution, Article IV, Section 53, established the Office of the Auditor General (OAG) in the legislative branch of state government as an independent, nonpartisan entity with the authority and responsibility to conduct post financial and performance audits of state government funds and operations. The audit reports provide information to assist the Legislature in its oversight of state government and to assist state agencies in improving the management of activities and programs approved by the Legislature.

The OAG mission is to improve accountability for public funds and state government operations for the benefit of Michigan's citizens.

Types of audits:

- *Financial Audits* provide reasonable assurance that financial statements or schedules are presented fairly, in all material respects, and conform with generally accepted accounting principles. The two major financial audits are the *State of Michigan Comprehensive Annual Financial Report (SOMCAFR)* audit and the federal *Statewide Single Audit*.
- *Performance Audits* assess the performance of a government entity, program, activity or function by comparing program outcomes to applicable criteria.
- *Follow-Up Reports* review an entity's progress or compliance to remediate findings reported in a previously issued performance audit report.
- *Investigative Audits* review allegations of fraud, waste or abuse.

Value of audit reports:

- *To the Legislature:* Objective, unbiased, and independently developed information for members of the Legislature to use in making informed decisions regarding program scope, structure and funding. The OAG also responds directly to requests from the Legislature to review activities, programs, or funds not included in the scope of scheduled audits.
- *To the Auditee:* Objective, unbiased, and independently developed information about the auditee's process and procedures that can be used to improve operations. OAG recommendations are designed to bring about more effective, efficient and economical programs.
- *To Investors and Creditors:* Information they can rely on to assess the state's financial condition.
- *To Michigan Citizens:* Knowledge about oversight and accountability of taxes, fees, and other revenues paid to the State.

The Office of the Auditor General is located at 201 N. Washington Square, Lansing, Michigan 48913. You may reach them at 334-8050; and at www.audgen.michigan.gov. Reports are available online, through email, Facebook, LinkedIn and Twitter.

PEOPLE AND PRODUCTS: NECESSARY RESOURCES

**Finding Introduced Bills, Public Acts, and Laws
for Each Legislative Session**

**Making and Viewing Requests for Bills,
Resolutions, and Research**

Bill and Joint Resolution Requests

Policy Resolution Requests

Research Requests

**Making Arrangements for Capitol Tours, Events,
Parking, Flags, and Seals**

Requesting Printing Services

**Requesting, Moving, or Disconnecting
Telecommunication and Internet Services**

People – Who They Are

Caucus Staff

Nonpartisan Support Staff

Legislative Service Bureau

NECESSARY RESOURCES

The legislative workplace is unlike others you have encountered. The demands on a legislator and office staff are more like that of a CEO and executive assistant as you are asked to move seamlessly between public and private meetings on an extraordinarily diverse set of topics. When you are in public, your time is rarely your own, as many people will approach you to talk about a topic or event that is important to them but may not be what you were thinking about a moment ago. Computers, smart phones, tablets and all-day news make us think we have access to all the information and resources we need at our finger tips. So much information is available today that it can be overwhelming to sort, sift, and analyze information on a topic. Success in this environment often means learning about the resources—people, paper, and electronic—that are unique to the Legislature and available to you to help you get the job done. This chapter provides a brief overview and the means to access the people, paper, and electronic resources that are available to Michigan legislators and staff.

FINDING INTRODUCED BILLS, PUBLIC ACTS, AND LAWS FOR EACH LEGISLATIVE SESSION

The Michigan Legislature's public website, www.legislature.mi.gov, is the primary electronic resource for the work of the current legislative session and like documents dating back to 1997-1998. Here you can find and search:

- Introduced bills and resolutions and the history of their consideration;
- Journals recording the proceedings of each session day;
- Session schedules and calendars, and committee meeting announcements;
- Public acts for each calendar year; and
- *Michigan Compiled Laws*, Michigan Constitution, and executive orders (1993 to present).

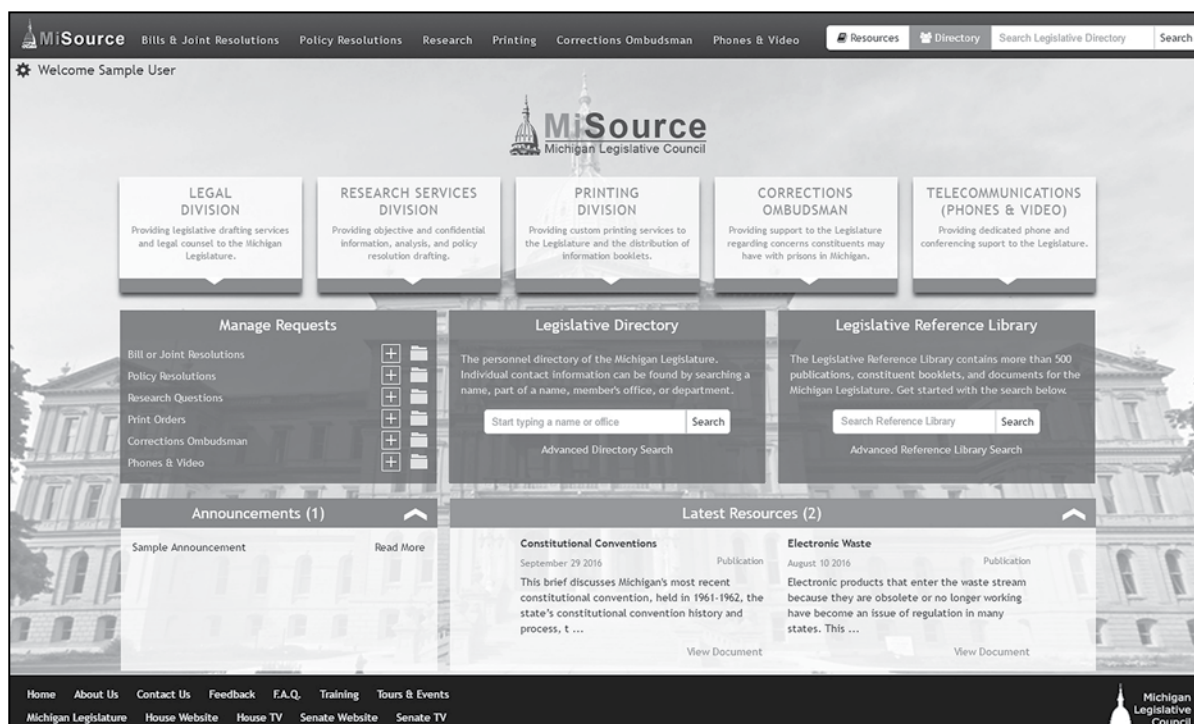
The screenshot shows the Michigan Legislature website. At the top, there is a header with the Michigan seal and the text "MICHIGAN LEGISLATURE" and "Michigan Compiled Laws Complete Through PA 280 of 2016". Below this is a navigation bar with links: Home, Register, Why Register?, Login, News, and Help. The main content area is divided into several sections. On the left is a sidebar with a "Legislature" section containing links to Bills, Appropriation Bills, Calendars, Committees, Committee Bill Records, Committee Meetings, Concurrent Resolutions, Initiatives/Alternative Measures, Joint Resolutions, Journals, Legislators, Public Act (Signed Bills), Resolutions, Rules, Session Schedules, Search - Basic, and Search - Advanced. Below this is a "Laws" section with links to Often Req Laws, Req Outdated Acts, Basic MCL Search, Advanced MCL Search, Public Act MCL Search, Michigan Constitution, Chapter Index, Executive Orders, Executive Reorgs, Historical Documents, and See the MCL Tables. Further down is a "More" section with links to Archives, Email Notifications, Michigan Manuals, Michigan Color Themes, Publications, and Related Sites. At the bottom of the sidebar is a "Syndication" section with links to Bills, Meetings, and Laws. The main content area on the right has a "Common Searches" section with a "Legislative Bill Search for 2015-2016 Session" form. This form includes fields for "Bill Number", "Bill Content", and a "Select Category (2015-2016)" dropdown. Below the form is a note: "(For Example: Select 'weapons' to show related bills even if 'weapons' is not found in the text of the bill.)". There is also a "Michigan Compiled Laws Search" form with fields for "MCL Section" and "MCL Content". Below these forms is a "Legislative Activity" section with links to Today's Calendars, Today's House Meetings, Today's Senate Meetings, House Audio/Video, Senate Audio/Video, Recent Bill Activity, and Daily Intro/Passed/Enrolled. There is also a "How do I..." section with links to get notified when a bill status changes, find a Public Act, find a bill from a prior session, find Ballot Proposals, and get help when I can't find what I'm looking for. Below this is a "Frequently Asked Questions" section. At the bottom of the main content area is a "Related Sites" section with links to Michigan House, Michigan Senate, Contact your Representative, and Contact your Senator. The footer of the website contains links to Acceptable Use Policy, Privacy Policy, Copyright Infringement, and Comment Form. At the very bottom, there is a disclaimer: "The Michigan Legislature Website is a free service of the Legislative Service Bureau in cooperation with the Michigan Legislative Council, the Michigan House of Representatives, and the Michigan Senate. The information obtained from this site is not intended to replace official versions of that information and is subject to revision. The Legislature presents this information, without warranty, as provided, and the accuracy of the information is not guaranteed. If you have any information that is incorrect, out of date, or incomplete, please contact the Legislative Service Bureau at (313) 237-1000.".

Additional public information on current session committee proceedings, written testimony and minutes, can be found by selecting the committee of interest at the committee page of the House (www.house.mi.gov/MHRPublic/committee.aspx) and Senate website (senate.michigan.gov/committee/html). However, committee information from previous sessions is not maintained on these websites.

Legislators will also rely heavily on the *chamber automation systems* in the House and Senate that present the necessary documents under consideration and others, such as calendars that support work in each session day. These systems allow real-time access to the version of the bill under consideration in the chamber, or amendments and substitutes that are being offered. These systems are not available to the public but are vital to the proceedings in each chamber.

MAKING AND VIEWING REQUESTS FOR BILLS, RESOLUTIONS, AND RESEARCH

Legislators and authorized staff will submit requests for bills, resolutions and research to the Legislative Service Bureau (LSB) established under the Legislative Council. You can submit your requests by memo, phone, email, or through an online request system (generally known as “*MiSource*”) available to you on the House or Senate computer network. *MiSource* is convenient, secure and built with safeguards so that only a legislator or staff authorized by the legislator can submit requests. Further, legislative or research documents that are drafted or prepared at your request are securely uploaded to this site so that you and your authorized staff can view the requests made and documents delivered. It is also important to note that as LSB employees work on your requests, state law prohibits them from urging or opposing legislation and requires the work to remain confidential without revealing the nature of any matter not yet published without the requestor’s consent.



BILL AND JOINT RESOLUTION REQUESTS

In general, bills propose new laws or amend existing laws, and joint resolutions propose an amendment to the Michigan Constitution, ratify an amendment to the U.S. Constitution, or handle matters where the power is solely vested in state legislatures by the U.S. Constitution. LSB's attorneys draft bills and joint resolutions for introduction and any star run, substitute, amendment, or conference report documents that may be needed during consideration of bills and joint resolutions.

To submit a request, contact the **LSB Legal Division** by phone: 373-9425, email: legal@legislature.mi.gov, in person: 124 W. Allegan, Third Floor, Boji Tower, or online at <http://misource.legislature.mi.gov> and select "New Request" under the "Bills and Joint Resolutions" tab in the top menu.

The more complete the information provided at the time of the bill request, the easier it is to process the request. Within a few days of making a bill request, you will receive a confirmation of the request, along with a request number and a description to classify the subject of the request. All bill documents prepared will be identified by the request number.

Legislative Council rules determine how the LSB accepts, processes, and prioritizes bill requests. *Bill requests for the 2017/2018 session may be made beginning on the fifth business day after the November election.* For 2016, this date is Wednesday, November 16.

From November 16, 2016, until the end of the year, members are allowed ten requests each, which can be submitted at any time during that period. **After January 1, 2017**, each legislator may submit five bill drafting requests in each month. The Legislative Council drafting rules provide for certain exceptions and the designation of three bill requests as personal priorities during the two-year legislative session. These rules help the LSB to assure fairness and complete confidentiality in its operations and to manage the volume of work. View the complete Legislative Drafting rules at <http://misource.legislature.mi.gov> and select "Bills and Joint Resolutions." (See "Learn More.")

If you have any questions on any aspect of requesting bills or taking advantage of LSB's legal services, please call any member of the **Legal Division (373-9425)**. Legal Division staff will be happy to help you and give you advice on how to use these services most efficiently and effectively.

The screenshot displays the 'misource' website interface for submitting a 'Bill or Joint Resolution Request'. The page features a top navigation bar with links to 'Bills & Joint Resolutions', 'Policy Resolutions', 'Research', 'Printing', 'Corrections Ombudsman', 'Phones & Video', 'Resources', 'Directory', and a search bar. A left sidebar lists various services like 'Legal Information', 'Legal Division', 'Drafting Rules', 'Glossary', 'Training', 'Legal Options', 'Submit Request', 'View Requests', 'Contact Us', and 'E-mail us your Bill or Joint Resolution questions or call (517) 373-9425'. The main content area is titled 'Bill or Joint Resolution Request' and includes instructions: 'Please fill out the following form and click Submit Request. Once our Legal team reviews the request and adds it to the system, the new request will appear on the request status page, where you can track its progress. Fields with red bars are required.' The form is divided into several sections: 'Client Information' (with fields for Client, Submitted By, Primary Contact(s), and Additional Contact(s)), 'Request Information' (with a dropdown for Legislative Purpose and checkboxes for 'Send a draft for review before finalizing this request' and 'Designate as Double Set'), 'Background Information' (with a text area for background details and a file attachment section with five 'Choose File' buttons), and 'Priority Status' (with a checkbox for personal priorities). A 'Submit Request' button is located at the bottom right of the form.

POLICY RESOLUTION REQUESTS

Sometimes called business resolutions, policy resolutions help the Legislature carry out various duties specified in law, rules, and the constitution. Policy resolutions are often used to communicate with Congress and other governmental bodies, amend chamber rules, establish special legislative committees, or express approval of executive branch actions. For example, a resolution might memorialize the Congress of the United States to take a certain action, including enacting or repealing federal legislation. These documents express the opinion of the House (House Resolution), the Senate (Senate Resolution), or the entire legislature (House Concurrent Resolution or Senate Concurrent Resolution). Resolutions are not enrolled, they do not go to the governor for any action, and they are generally not part of the permanent body of laws. Resolutions considered in one chamber, often called “plain” or “straight” resolutions, reflect the opinion or will of only that chamber.

To request a [policy resolution](#), contact the **LSB Research Services Division**, by phone (373-5200), by fax (373-0171), by email (researchrqsts@legislature.mi.gov), in person (124 W. Allegan, Fourth Floor, Boji Tower), or online at <http://misource.legislature.mi.gov> and select “New Request” under the “Policy Resolution” tab in the top menu. **Under the Legislative Council drafting rules, LSB cannot draft resolutions that honor or pay tribute to a person or group or cause.** Legislators should consult their chamber rules governing honorary and commemorative resolutions and will need to rely on their own staff to draft them.

Resolution requests for the 2017/2018 session may be made beginning on the fifth business day after the November election. For 2016, this date is Wednesday, November 16. There is no monthly limit on the number of policy resolution requests each member can make. If you provide the general purpose of the resolution, LSB can start preparing a draft for your review. LSB research analysts will work with you and your staff to ensure the resolution reads the way you want it to. After you approve the language, the LSB Research Services Division will prepare the document for introduction and deliver a “grayback” (plain resolution) or “greenback” (concurrent resolution) that provides a signature page for co-sponsorship similar to the “blueback” signature page used on introduction sets for new bills.

If you have any questions on any aspect of requesting resolutions, please call the **Research Services Division (373-5200)**.

The screenshot displays the MISource website interface for submitting a Policy Resolution Request. The top navigation bar includes links for Bills & Joint Resolutions, Policy Resolutions, Research, Printing, Corrections Ombudsman, Phones & Video, Resources, and Directory. A secondary navigation bar contains Research, Policy Resolutions, Staff Directory, Reference Library, New Request, and View Requests. The main heading is "RESEARCH SERVICES DIVISION" with a sub-heading "POLICY RESOLUTION REQUEST". Below this, a note states: "For immediate assistance, or to speak to an analyst, please call (517) 373-5200." The form is divided into several sections: "Legislator Information" with fields for Legislator (dropdown), Submitted By, Office, Phone, and Email; "Request Information" with a "Resolution Type" section containing radio buttons for Resolution, Concurrent Resolution, and Resolution and Concurrent Resolution, followed by a "Purpose of Resolution" text area; "Background Information" with a larger text area; "File Attachment" with three "Choose File" buttons; and "Special Instructions" with a text area. A "Submit Request" button is located at the bottom right of the form.

RESEARCH REQUESTS

Accurate information is essential for everything a legislator does. Research can help you:

- Understand an issue;
- Explore and develop solutions to a problem, potentially through a bill or resolution;
- Determine your position on bills or resolutions in committee or on the floor;
- Prepare you for meetings with interested parties or constituent groups; and
- Write speeches and talking points.

For example, you may want to know how the federal government enters illicit synthetic drugs on the federal controlled substances list, how other states have responded, and how to properly name and spell the name(s) of those compounds. You may be interested in collecting data and determining trends in commerce on the Great Lakes—what is shipped, how much, by whom, and where. You may want to know the legislative history and past debate over assessment tests for K-12 students.

The nonpartisan **LSB Research Services Division** is your in-house source for objective, accurate, and confidential information and analysis.

To make a *research request*, contact the **LSB Research Services Division** by phone (373-5200), by fax (373-0171), by email (researchrqsts@legislature.mi.gov), in person (124 W. Allegan, Fourth Floor, Boji Tower), or online at <http://misource.legislature.mi.gov> by selecting “New Request” under the “Research” tab in the top menu.

The LSB Research Services Division accepts research requests from all current legislators, representatives-elect, and senators-elect. There are no limits on the number of research requests that may be submitted by a member or member-elect.

Once a research request is received, a research analyst will contact you, and either immediately answer your question or notify you that research is being conducted. Once research is completed, the analyst will deliver a response, generally through an email, a brief memo, or a phone conversation. Most research requests are completed within a week, if not sooner. If you have any questions on any aspect of requesting research, please call the **Research Services Division (373-5200)**.

The screenshot shows the 'RESEARCH SERVICES DIVISION' 'RESEARCH REQUEST' form on the MiSource website. The form is titled 'RESEARCH REQUEST' and includes a note: 'For immediate assistance, or to speak to an analyst, please call (517) 373-5200.' The form is divided into several sections: 'Legislator Information' (with fields for 'Legislator Submitted By', 'Telephone Number', 'Email Address', and 'Office Address'), 'Request Information' (with a large 'Research Question' text area), 'Related Legislation' (with a field for 'Enter bill or resolution number'), 'Background Information' (with a large text area), 'File Attachment' (with three 'Choose File' buttons), and 'Special Instructions' (with a text area). A 'Submit Request' button is located at the bottom right of the form. The website header includes 'MiSource' and various navigation links like 'Bills & Joint Resolutions', 'Policy Resolutions', 'Research', 'Printing', 'Corrections Ombudsman', 'Phones & Video', 'Resources', and 'Directory'. The footer includes links for 'Home', 'About Us', 'Contact Us', 'Feedback', 'F.A.Q.', 'Training', 'Tours & Events', 'Michigan Legislature', 'House Website', 'House TV', 'Senate Website', and 'Senate TV', along with the Michigan Legislative Council logo.

MAKING ARRANGEMENTS FOR CAPITOL TOURS, EVENTS, PARKING, FLAGS, AND SEALS

Constituent groups, interest groups, school groups, and others may contact you about using or touring the Capitol. In fact, thousands will visit or use the Capitol in some fashion each year. Some groups even schedule their tours and events a year in advance. Walk-ins may be accommodated, but constituents are encouraged to call ahead as scheduled tours and staff levels may limit access to guided tours. You can monitor the schedule of Capitol events and tours on the website to see if a group from your district will be in the Capitol, but the **Capitol Tour Guides** will also make every effort to alert your office when a group is scheduled to be in the Capitol.

There are procedures for the use of all public areas in the Michigan State Capitol, including the rotunda and its galleries, the main corridors, the grand staircases, the first floor exterior porches and staircases, all exterior building surfaces, the Capitol grounds and Capitol parking lot. These procedures are administered by the Capitol Facilities Office. Please call the facilities staff with any questions on the procedures of the Capitol (373-0184) or for any of the following services:

- *Touring the Capitol (373-2353)*: Contact the Capitol Tour Guides for scheduling tours for visitors coming to the Capitol as well as the Michigan Library and Historical Center. For more information and to view the tour schedule, please visit the following site: <http://council.legislature.mi.gov/Capitol/Tours>.
- *Capitol Events Coordinator (373-0184)*: To arrange events in the public areas of the Capitol building and grounds please contact the Capitol Events Coordinator. For more information and to view the events schedule, please visit the following site: <http://council.legislature.mi.gov/Capitol/Events>.
- *Flags and Seals (373-0184)*: To purchase 3'x5' U.S. and Michigan flags and seals, please contact the Capitol Facilities Office. Seals are available with or without frames.
- *Parking at the Capitol (373-0184)*: The Capitol Parking Coordinator can assist you with signing up for a Capitol parking space, any problems with the parking lot gates, or resolving issues when a car is parked in an incorrect space. While the parking coordinator administers all parking rules, parking spaces are assigned by the Senate and House.

REQUESTING PRINTING SERVICES

Legislative offices will order printed materials from the **LSB Printing Division**. Printing services are governed by Legislative Council rules, which include printing quotas. Printed materials are considered discretionary printing services, including office stationery, mailing labels, newsletters, and constituent information booklets. Members of the House place printing orders through their caucus printing coordinators. Members of the Senate place orders for general materials through the Senate General Services; newsletters, bookmarks, postcards and other items to be mailed through their caucus communication staff; and constituent information booklets or state maps with labels can be made directly with the LSB Printing Division.

For more detailed information on the services, products, Legislative Council printing rules, and printing forms, go to <http://misource.legislature.mi.gov> and then select "Printing." Printing rules can also be found at <http://misource.legislature.mi.gov> and then select "Printing" and then "Legislative Council Printing Rules." Constituent information booklets can be viewed at <http://misource.legislature.mi.gov> and then select "Printing" and then "Constituent Booklets."

Extensive printing services are also provided to support the Legislature’s session work. The LSB Printing Division prints the paper copies of all introduced bills, enrolled bills, and the “linens” of enrolled bills delivered to the governor for his or her signature. Daily journals and calendars documenting the proceedings of each session day are composed and posted to the Legislature’s website. Ultimately, daily journals are printed and prepared for binding for archival purposes at the end of the year.

A wide range of special printing projects are also undertaken each year. For example, the LSB Printing Division composes the biennial *Michigan Manual* and prepares the pages for binding and publication. In 2014, and in other years with multiple proposals on the November ballot, the LSB Printing Division prepares a constituent information publication approved by the Legislature providing the language of the proposals.

REQUESTING, MOVING, OR DISCONNECTING TELECOMMUNICATION AND INTERNET SERVICES

The telephones used daily in legislative offices are developed, implemented and maintained by the **LSB Information Technologies Division**. They are responsible for setting up phones for all member offices as well as maintaining the phone systems, including updating the telephone directories and moving or disconnecting services. Since the legislative telephone and infrastructure systems are privately held and maintained by the LSB, an expanded list of features and telecommunication services are available to the Legislature, including:

- Customized voicemail;
- Toll-free number assignments;
- Audio conferencing; and
- Video conferencing.

Contact the LSB Information Technologies Division by phone: *P-H-O-N-E (7-4663)*, or make a request at <http://misource.legislature.mi.gov> and select “Telecommunications” and then your service request, “Report Trouble,” “New Service,” “New Toll-Free Service,” “Move Service” or “Disconnect Service.”

The LSB Information Technologies Division is also the Internet service provider for the House, Senate, Office of the Auditor General, the LSB, and other Legislative Council agencies. Several legislative websites, including www.legislature.mi.gov and *MiSource*, are also developed and maintained by the division. They work closely with all legislative offices and agencies, as well as other government entities, to ensure timely and accurate legislative information is transmitted. The LSB IT Division also provides computer support and application development for LSB activities, including bill drafting, research, bill status, word processing and accounting.

PEOPLE – WHO THEY ARE

Legislators are served by the immediate staff they hire in their office, the partisan staff hired to serve their caucus’ needs, the nonpartisan staff that serves their chamber, and the nonpartisan central staff that serves both chambers. The nonpartisan chamber staffs and the significant role that they play have been described elsewhere in this *Legislative Briefing Book*—the Clerk of the House and Secretary of the Senate are described in the *Overview of the Legislature*. This chapter takes a closer look at the caucus staffs, auditor general, fiscal agencies, Legislative Service Bureau, Legislative Corrections Ombudsman, and Capitol Facilities Office.

CAUCUS STAFF

Each party in each chamber is served by a central caucus staff. The leader of each caucus typically organizes and hires these staffs to provide a range of communications, analysis, and support services to the members of the caucus as described in this section.

House Republican Staff

The House Republican Staff members work under the immediate supervision of the [Republican leader and the chief of staff \(373-6701\)](#). The central staff is divided into three units: policy, communication services, and constituent relations. These offices are located in the House Office Building directly across the street from the Capitol Building.

The [Policy Office \(373-5916\)](#) subject area specialists assist in the development of the majority caucus agenda, provide issue-specific policy, conduct research, develop and analyze specific legislation, staff standing and appropriation committees, and serve as advisors to all members of the House Republican caucus. Attorneys in the office also conduct research for the caucus on legal issues and advise the members of the caucus on ethics and conflict of interest issues.

The [Communications Office \(373-5039\)](#) assists in public relations and is responsible for planning, writing, and producing group communications, including issue newsletters. This office also assists caucus members with their print and electronic media needs. Staff members handle media inquiries and provide news releases, commentaries, speeches, and photographic services. Staffers produce radio actualities and television programs and manage a website.

The [Constituent Relations Office \(373-5205\)](#) assists members and their staffs with district-related events and constituent outreach efforts. The office compiles sample newsletters and printed materials and organizes various district events. The office also includes personnel with expertise in graphics, computer specialists for list development, and staff to plan a legislative strategy, which may include a legislative agenda, an active community relations program, and maintaining contact with key constituent groups, such as senior citizens, farmers, and businesses.

House Democratic Staff

The [Policy Staff \(373-0150\)](#) serves as advisors to the Democratic Leader and each member of the House Democratic Caucus by providing the best information to aid them in formulating public policy and serving their constituents. Within this broad framework, advisors research and analyze legislation; prepare research memos, white papers, and fact sheets on current legislation and emerging issues; identify, monitor, and report policy concerns to the Leader and Caucus; staff standing and appropriations committees; assist members in resolving constituent matters; and work with Caucus members, constituents, interest groups, and organizations to develop and respond to legislation.

The [Communications Staff \(373-8924\)](#) supports members in their efforts to generate positive news coverage and effective communications. This staff assists members in writing press releases, opinion columns, legislative updates, and newsletters; produces television and radio news reports; and manages news conferences and other media events. Photographic and graphic art services are also available.

In addition, the communications staff provides a liaison between members and many statewide interest groups and organizations, as well as providing assistance to caucus members in developing district-based activities.



*The Cora Anderson
House Office Building.*

Senate Republican Staff

Under the supervision of the Senate Majority Leader and the chief of staff, the Senate Republican Staff is comprised of three separate areas—communications, legal, and policy. More information can be found at the Senate Republican Caucus website: www.misenategop.com.

The [Office of the Senate Majority Counsel \(373-3330\)](#) provides legal advice and analysis to the Majority Leader and the Republican Caucus, researches legal issues for the caucus, monitors and assists with committee work.

The [Senate Majority Policy Office \(SMPO\) \(373-3330\)](#) consists of policy advisors who develop expertise in areas relevant to state government and advise senators and their staffs. The office researches proposed legislation from a public policy and political perspective and analyzes current statutes for possible legislative changes. Staff members draft legislation, prepare amendments, and keep caucus members informed of relevant developments in their area of expertise. Policy advisors also provide analyses of current legislation being considered by the Senate. Staff members also research various issues to develop policy ideas for the members of the caucus.

The [Senate Majority Communications Office \(SMCO\) \(373-8880\)](#) assists senators and their staffs with communications between senators and their constituents. Staff members of the SMCO help senators inform local and state media outlets of legislative activities, accomplishments, and initiatives that impact or affect the people of the state of Michigan. This includes preparing news releases and newsletters, writing speeches, preparing radio feeds, maintaining senators' websites, and offering public relations advice.

Senate Democratic Staff

The [Senate Democratic Staff \(373-7370\)](#) answers to the Senate Democratic leader. The Senate Democratic Caucus website is www.senatedems.com. The staff is divided into three units, each with its own director.

The [Policy Staff \(373-1659\)](#) provides senators with expertise in different issue areas. Staff members conduct research, maintain contact with experts in their field and interested parties, assist standing committee members, provide bill analyses and other information, assist in the drafting of legislation, and help answer constituent questions.

The [Caucus Communications Staff \(373-9343\)](#) provides senators with a variety of resources to keep the public informed of their work. Staff members provide senators with press releases, speeches, constituent newsletters, photographs, audio and video taping, and graphic design services. In addition, the communications staff assists senators in reaching out to their constituents and handling constituent issues not handled in the senate offices.

The [Information Services Staff \(373-5295\)](#) provides, maintains, and supports computer systems within the Senate Democratic Staff and Democratic senators' offices. Programming, data entry, user support, and hardware and software installation are among the services provided.

NONPARTISAN STAFF

Both chambers and the entire Legislature are served by nonpartisan staffs organized to serve the needs of the Legislature and not a single party. These entities are governed by rules of objectivity and confidentiality and are obligated to neither support or oppose legislation. They provide a vast array of drafting, research and analysis, fiscal, audit, printing, technology, facilities management, and ombudsman services as described in this section. Each chamber also has a nonpartisan fiscal agency to support the Legislature's consideration and analysis of the budget, appropriations, and other issues that affect the state's economy, expenditures and revenues.

Auditor General

The Auditor General is a Constitutional State Officer appointed by the Legislature for an eight-year term. The [Office of the Auditor General \(OAG\) \(334-8050\)](#) (www.audgen.michigan.gov), organized in the legislative branch, is an independent and nonpartisan entity that includes the Bureau of Audit Operations and the Offices of Chief Investigator, Professional Practice, Information Technology, and Administration. The State Relations Officer is entrusted with creating and maintaining communication with the Legislature. OAG audit reports are public documents.

House Fiscal Agency

The [House Fiscal Agency \(373-8080\)](#) (www.house.mi.gov/hfa) is a nonpartisan agency within the Michigan House of Representatives. Agency personnel provide confidential, nonpartisan assistance to the House Appropriations Committee and all other members of the House on legislative fiscal matters. The agency also provides objective descriptions and analyses of bills under consideration by the standing policy committees of the House.

Fiscal analysts review the governor's budget recommendation and assist legislators in developing budgetary alternatives; review and prepare budget bills, supplemental appropriations, and certain transfer requests; provide fiscal impact statements on legislative proposals; monitor state and national issues that may have budgetary implications; research and analyze fiscal issues; prepare reports and documents to assist legislative deliberations.

Economists analyze legislation related to tax and lottery issues; respond to representatives' inquiries on state tax revenue, revenue sharing, and other economic issues; monitor state revenue; track state and national economic conditions; and prepare reports on revenue and other economic issues.

Legislative analysts prepare precise nonpartisan summaries and analyses of bills. Summaries completed prior to committee deliberations describe how a bill would change current law, including any fiscal impact. Analyses are prepared for bills reported from committee and include, with summary information, a description of the problem being addressed and arguments for and against the bill and positions of interested organizations.

The House Fiscal Agency Director, by statute, is one of three state officials charged with annually forecasting state revenues at Consensus Revenue Estimating Conferences.

House Fiscal Agency reports and publications are available on the agency's website (www.house.mi.gov/hfa); bill summaries and analyses are available on the Michigan Legislative Information System website (www.legislature.mi.gov). The House Fiscal Agency is located on the Fourth Floor of the North Tower of the Anderson House Office Building.

Senate Fiscal Agency

The [Senate Fiscal Agency \(373-2768\)](#) (www.senate.michigan.gov/sfa), located on the eighth floor of the Victor Building, is a nonpartisan legislative agency that was formed by state statute nearly half a century ago to provide assistance through research and analysis to the Michigan Senate. The Senate Fiscal Agency provides confidential, nonpartisan analysis and research on public policy issues. Responsible for Senate work on the state budget, revenue and economic forecasting, and bill analysis, the Senate Fiscal Agency employs fiscal analysts, economists, and legislative analysts, as well as support staff.

Every legislative issue considered by the Senate is analyzed by a Senate Fiscal Agency fiscal analyst. Each fiscal analyst is assigned to cover specific state departments and budget areas. Fiscal analysts construct and analyze budget bills, provide estimates of the fiscal impact associated with proposed legislation, serve as clerks for appropriations subcommittees, and complete research tasks for senators and their staff.

All nonbudget bills considered by the Senate are reviewed and summarized by a legislative analyst. The Senate Fiscal Agency's Legislative Analysis Unit provides written summaries of bills taken up in committee, as well as detailed analyses that track changes from committee through final passage. These documents are available in printed format and on the Agency's website.

The third area in which the Senate may call upon the Senate Fiscal Agency relates to economic analysis. The Agency participates in the biannual Consensus Revenue Estimating Conference and employs economists who provide detailed projections on the Michigan and national economies, as well as forecasts of state revenue collections. The Agency economists also analyze the fiscal impact of all tax legislation considered by the Senate.

Recent documents, information about the Senate Fiscal Agency, and email links to staff are available on the Agency's website.

House Business Office

The [House Business Office \(373-6339\)](#) is a nonpartisan office responsible for the overall administration and financial operations of the House. The office works under the direction of the Speaker of the House. The Business Director coordinates all administrative services, including policies, serves as the Chief Financial Officer and manages the following departments: Facilities and Technical Services, Financial Operations, Human Resources, and Information Systems.

The Facilities and Technical Services staff maintains daily building operations, performs maintenance and provides support services to members. Divisions within this department include: carpenters, consignment, duplicating center, and the post office. The Financial Operations section handles all purchasing, accounts payable, and travel and expense issues for the House. The Human Resources staff provides representatives and House employees with benefits, payroll, training and all other personnel services. Information Systems administers computer hardware and software needs, programming, network management, and computer training for the House.

The Business Director is also responsible for responding to all requests for information from the general public made under House Rule 72 and the House of Representatives' "Access to Information" policy.

Senate Business Office

The [Senate Business Office](#) is a nonpartisan office that provides a broad range of functions, from the administration of the Senate budget to payroll and benefits for Senate employees. The Senate Business Office, in consultation with the Senate Majority Leader, prepares the Senate's annual budget, oversees its administration, and reviews and authorizes all contracts and leases on behalf of the Senate. In addition to the Senate Business Office itself, the Director of the Senate Business Office manages the following departments: Finance and Human Resources, Physical Properties, Information Services, and General Services.

The [Senate Finance and Human Resources Department \(373-1675\)](#) is responsible for the budgeting, accounting, and purchasing functions within the Senate. It also oversees the Senate staff budgets and administers the Senate payroll, leave time, unemployment and worker's compensation claims, and the Senate's benefit and employee assistance program.

The [Physical Properties Department \(373-8475\)](#) is responsible for the care and maintenance of Senate owned and leased space as well as its property. The [Senate Information Services Department \(373-5295\)](#) coordinates all Senate-specific computer services, including the chamber automation system. The [General Services Staff \(373-7393\)](#) provides mail, copying, framing, and inventory services for all Senate offices. This department is also responsible for the Senate's courier services.

In addition to providing security and emergency response services to members, staff and visitors, the [Senate Sergeant-at-Arms \(373-5682\)](#) provides first aid training, monitors Senate offices, and maintains order in the Senate chamber, gallery, and committee rooms. Finally, the [Senate Media Services Department \(373-5229\)](#) is responsible for broadcasting session and committee meetings over the legislative system and live streaming on the Senate’s website. This staff is responsible for the technological relevance and maintenance of all legislative media services for Senate offices and the public constituency.

Capitol Facilities Office

The Michigan State Capitol Commission’s [Capitol Facilities Office \(373-0184\)](#) manages the day-to-day operations of the historic Michigan Capitol Building and grounds. This includes restoration efforts, improving the Capitol grounds, and managing and maintaining all Capitol parking lots. Capitol Facilities also monitor the safety systems for all legislative buildings. The office’s Capitol Tour Guides is responsible for scheduling and hosting groups wishing to visit the Capitol and the Michigan Library and Historical Center and provides general information to guests. The Capitol Facilities Office coordinates events held on the public areas of the Capitol property and receives all requests for U.S. and Michigan flags and seals from member offices. The Capitol Facilities Office is located in the North Annex of the Capitol Building.

Legislative Corrections Ombudsman

The [Office of Legislative Corrections Ombudsman \(LCO\) \(373-8573\)](#) was created within the Legislative Council to assist legislators with concerns about the state prison system. It is a vital resource for the Legislature and its constituents due to LCO’s unlimited access to all correctional facilities, information, records, and documents in the possession of the Michigan Department of Corrections (MDOC). The ability to obtain, interpret, and explain information about the MDOC in an unbiased manner uniquely positions the Ombudsman to serve the Legislature in the investigation of complaints, oversight of corrections policies, and analysis of proposed legislation. Corrections are a source of costly litigation, judgments, and settlements against the state. The investigation of complaints yields a tremendous amount of information that can help to catch problems early and hopefully avoid costly outcomes.

Legislators receive complaints about the corrections system in many forms—calls or email from constituents, letters and documentation from prisoners or their loved ones, or personal visits to district or Lansing offices. Legislators have a variety of options for referring complaints to LCO—electronic submission of the complaint via *MiSource*, email: ombudsman@legislature.mi.gov, telephone: 373-8573, fax: 373-5550, or mail: Boji Tower, 4th Floor, 124 W. Allegan.

Investigations begin by comparing the complaint to applicable MDOC policy and state law. LCO obtains any additional information that may be necessary to analyze a complaint from the MDOC, the affected prisoner or their loved one. LCO visits correctional facilities regularly to interview prisoners and MDOC staff to gather evidence or attempt resolution of an issue. On-site visits are also conducted to inspect and monitor prison conditions. If a violation of MDOC policy or state law is identified or suspected, LCO makes recommendations to MDOC for possible corrective action. If a violation is not proven or cannot be established, LCO notifies the complainant with an explanation. LCO notifies the legislator of investigation results and can provide a written response the legislator can use to respond to a constituent.

LEGISLATIVE SERVICE BUREAU

The Legislative Service Bureau, established as a distinct entity in 1941, is a non-partisan organization that assists all lawmakers and staff at virtually every step of the legislative process from compiling and analyzing information to determine if legislation is needed to drafting bills and amendments and compiling enacted legislation into the body of Michigan law. The Bureau's work is governed by the Legislative Council (see *Overview of the Legislature*).



Located primarily at 124 W. Allegan (the Boji Tower), the Legislative Service Bureau is often referred to as the “LSB” or simply “the Bureau.” The most visible of the many LSB services are *Legislative Drafting, Research, Printing, Telephones, and Websites*.

The Bureau is organized into divisions to handle its responsibilities with efficiency. The LSB divisions work together to expedite legislative requests for assistance. In all matters, whether discussing a proposed bill, amendment, or research request, confidentiality, impartiality, and nonpartisanship are the watchwords for each LSB employee. Here is a quick look at the divisions of the LSB that provide direct services to legislators.

For more information on LSB division services or to request service, please visit the following intranet site **MiSource** available through House or Senate networks: <http://misource.legislature.mi.gov>.

Legal Division (*Drafting of bills and joint resolutions, law compilation, and administrative rules*)

Third Floor, 124 W. Allegan
373-9425
email: legal@legislature.mi.gov

The LSB Legal Division is composed of attorneys and support personnel responsible for providing legal counsel and other legal services to members of the Legislature, including the drafting of all bills and joint resolutions considered by the Legislature. The Legal Division attorneys are members of the State Bar of Michigan. Bill requests are assigned for drafting according to the specialization of each attorney. The attorneys will research current law and prepare legislation to accomplish your objective. This will result in your receiving a bill document for introduction. The attorneys also draft substitute bills and amendments, prepare conference committee reports, and provide legal memoranda on legislative issues. Through its statutory compiling unit, the Legal Division also handles a variety of editorial responsibilities, including maintaining the computerized database of the *Michigan Compiled Laws* and reviewing the form of administrative rules.

Research Services Division (*Research, reference, policy resolution drafting*)

Fourth Floor, 124 W. Allegan
373-5200
email: researchrqsts@legislature.mi.gov

The nonpartisan LSB Research Services Division provides objective, timely, and confidential information and analysis that assist the Legislature in fulfilling its responsibilities to the state of Michigan. In addition, the Division's research analysts draft resolutions and concurrent resolutions addressing public policy matters for members. Research analysts are experienced professionals with expertise in a wide range of subject areas, including economic development, education, energy, environmental protection, government, health, human services, public safety, taxation, and transportation. They are available at any time to answer questions, participate in workgroups, and conduct research to support members and their staff as they develop and consider legislation, monitor state programs, and investigate issues. To assist in its work, the Research Services Division maintains the legislative reference collection containing decades of past memos, reports, analyses, and other legislative information.

Legislative Printing Division (Composing, printing, binding, and delivering legislative materials)

3350 Ranger Road, Lansing
Printing Coordinator: 373-7719
email: lsbprinting@legislature.mi.gov

The LSB Printing Division provides nonpartisan, comprehensive, and professional composition and printing for the Michigan Legislature. These services can be divided into several categories: legislative session, discretionary, specialty projects, and standardized constituent booklets. All printing requests are subject to approval according to the printing quotas, rules, and guidelines established by the Legislative Council.

Information Technologies Division (Telecommunications, computer services, and websites)

Help Desks: Telephones: 377-4663 (P-H-O-N-E), Computers: 373-5555
email: telecom@legislature.mi.gov
helpdesk@legislature.mi.gov

The LSB Information Technologies Division provides telecommunications and website services to the Michigan Legislature. Telecommunications services provided include unlimited local and long-distance telephone service, voice mail, and constituent toll-free services. Additional services, such as unlimited feature rearrangements, ad hoc audio and video conferencing support, end user consultation and training, and customized call handling based on individual office needs are also available. More detailed information about these services can be found online at the ***MiSource*** website.

A quick link to the ***MiSource*** website is provided on Senate and House internal systems and features an up-to-date and easy-to-use legislative staff telephone directory, as well as detailed user guides on telephone equipment and voice messaging features.

The Legislature's public websites: www.legislature.mi.gov and www.capitol.mi.gov as well as the LSB intranet site ***MiSource***, are built and maintained by LSB IT staff. Additionally, all Internet access and firewall safety and security systems are the responsibility of our network team. The division works closely with House and Senate information services to integrate our systems and applications to provide a seamless experience for all legislative staff.

EXECUTIVE AND JUDICIAL BRANCHES OF GOVERNMENT

Executive Agencies

- Executive Office
- Agriculture and Rural Development
- Attorney General
- Civil Rights
- Civil Service Commission
- Corrections
- Education
- Environmental Quality
- Health and Human Services
- Insurance and Financial Services
- Licensing and Regulatory Affairs
- Military and Veterans Affairs
- Natural Resources
- Secretary of State
- State Police
- Talent and Economic Development
- Technology, Management and Budget
- Transportation
- Treasury
- Michigan Gaming Control Board
- Michigan Lottery

Administrative Rules Process

Michigan's "One Court of Justice"

Appellate Courts

- Supreme Court
- Court of Appeals

Trial Courts

- Circuit Court and Court of Claims
- Probate Court
- District Court

State Court Administrator

EXECUTIVE AGENCIES

EXECUTIVE OFFICE

Romney Building, 2nd Floor
111 South Capitol Avenue
Lansing, Michigan 48909
Information: (517) 373-3400
www.michigan.gov/gov



The governor is the chief executive officer of the state and commander-in-chief of its military. Major responsibilities specified in the Michigan Constitution include organization of the executive branch and annual preparation and submission of the executive budget. The governor, with the advice and consent of the Senate, appoints directors of departments that are not headed by elected officials or commissions and appoints members of a wide range of boards and commissions. The governor may also issue executive orders, some of which have the force of law unless disapproved by the Legislature within 60 calendar days of a regular session, or a full session, if of shorter duration. The governor's office includes the governor's immediate staff and the Office of the Lieutenant Governor.

DEPARTMENT OF AGRICULTURE AND RURAL DEVELOPMENT

P.O. Box 30017
Lansing, Michigan 48909
Information: (800) 292-3939
www.michigan.gov/mdard



The mission of the Michigan Department of Agriculture and Rural Development is, "Assure the food safety, agricultural, environmental, and economic interests of the people of the State of Michigan are met through service, partnership and collaboration."

DEPARTMENT OF ATTORNEY GENERAL

G. Mennen Williams Building, 7th Floor
525 West Ottawa Street
Lansing, Michigan 48909
Information: (517) 373-1110
www.michigan.gov/ag



The Attorney General is the lawyer for the state of Michigan. When public legal matters arise, he/she renders opinions on matters of law, and provides legal counsel for the Legislature and for each officer, department, board, and commission of state government. He/she provides legal representation in court actions and assists in the conduct of official hearings held by state agencies.

DEPARTMENT OF CIVIL RIGHTS

Capitol Tower Building, Suite 800
110 West Michigan Avenue
Lansing, Michigan 48933

Information: (517) 335-3165

TDD: (517) 241-1965 or (877) 878-8464 in Detroit

www.michigan.gov/mdcr



The Department of Civil Rights, in implementing the mission of the Civil Rights Commission, secures the full enjoyment of civil rights guaranteed by law and the constitution through the elimination of discrimination. This is accomplished through the investigation and resolution of complaints of discrimination; outreach and education programs designed to promote voluntary compliance with civil rights laws; mediation; referral; crisis intervention; anti-hate crime programming; and the dissemination of information which explains citizen rights and responsibilities provided in a legal framework.

CIVIL SERVICE COMMISSION

Capitol Commons Center
400 South Pine Street
Lansing, Michigan 48913

Information: (517) 373-3030

www.michigan.gov/mdcs



The Civil Service Commission has overall responsibility for regulating conditions of employment for classified civil service workers in all of the departments of the executive branch of state government. This includes classifying all positions in the classified civil service according to their respective duties and responsibilities; determining compensation rates for all classes of employment; evaluating the merits and qualifications of all candidates for civil service employment; making rules and regulations covering all personnel transactions; and regulating all conditions of employment for classified service employees.

DEPARTMENT OF CORRECTIONS

206 East Michigan Avenue
Grandview Plaza
Lansing, Michigan 48909

Information: (517) 335-1426

www.michigan.gov/corrections



The Department of Corrections administers Michigan's adult prison, probation, and parole systems. The department has jurisdiction over all adults convicted of felonies who are sentenced to prison. Convicted felons who are not sentenced to prison terms are either sentenced to a county jail term or are supervised in the community through a system called probation. Probation services for felons are provided by the department for the various felony courts in Michigan's counties.

DEPARTMENT OF EDUCATION

John Hannah State Office Building
608 West Allegan Street
P.O. Box 30005
Lansing, Michigan 48909

Information: (517) 373-3324

www.michigan.gov/mde



The Department of Education, under the direction of the Superintendent of Public Instruction, carries out the policies of the State Board of Education. The Department implements federal and state legislative mandates in education.

DEPARTMENT OF ENVIRONMENTAL QUALITY

Constitution Hall
525 West Allegan Street
P.O. Box 30473
Lansing, Michigan 48909

Information: (800) 662-9278

www.michigan.gov/deq



The Department is dedicated to protecting human health and to preserving a healthy environment. The Department will exemplify good environmental stewardship and affirm that a healthy environment is critical to our social, cultural, and economic well-being. The Department will protect human health and the environment while fostering a healthy economy by effective and efficient administration of agency programs, and by providing for use of innovative strategies. This is being accomplished in a manner that is rebuilding the integrity of the Department as an environmental protection agency that carries out this mission in a professional, just, and productive manner.

DEPARTMENT OF HEALTH AND HUMAN SERVICES

333 South Grand Avenue
P.O. Box 30195
Lansing, Michigan 48909

Information: (517) 373-3740

www.michigan.gov/mdhhs



The Michigan Department of Health and Human Services strives to promote better health outcomes, reduce health risks, and support stable and safe families while encouraging self-sufficiency.

DEPARTMENT OF INSURANCE AND FINANCIAL SERVICES

530 West Allegan Street, 7th Floor
P.O. Box 30220
Lansing, Michigan 48909-7720
Information: (517) 284-8800 or (877) 999-6442
www.michigan.gov/difs



The Department of Insurance and Financial Services (DIFS) is responsible for regulating Michigan's financial industries, including banks, credit unions, insurance, mortgage companies, and other consumer finance lenders.

DEPARTMENT OF LICENSING AND REGULATORY AFFAIRS

P.O. Box 30004
Lansing, Michigan 48909
Information: (517) 373-1820
www.michigan.gov/lara



The Department of Licensing and Regulatory Affairs (LARA) supports business growth and job creation while safeguarding Michigan's citizens through a simple, fair, efficient and transparent regulatory structure.

DEPARTMENT OF MILITARY AND VETERANS AFFAIRS

311 North Martin Luther King Jr. Boulevard
Lansing, Michigan 48906
Information: (517) 481-8000
www.michigan.gov/dmva



The Department of Military and Veterans Affairs, also known as the state military establishment, has three primary missions: to execute the duties laid down by various statutes and the governor, administration of state-supported veterans programming, and military preparedness to assist both state and federal authorities. The Michigan Army and Air National Guard constitute the armed forces of the state and serve under the orders of the governor as commander-in-chief. The governor appoints an adjutant general to serve as commanding general of the Michigan National Guard and as director of the Department of Military and Veterans Affairs.

DEPARTMENT OF NATURAL RESOURCES

Constitution Hall
525 West Allegan Street
Lansing, Michigan 48909
Information: (517) 284-6367
www.michigan.gov/dnr



The Department of Natural Resources is committed to the conservation, protection, management, use and enjoyment of the state's natural and cultural resources for current and future generations.

SECRETARY OF STATE

Michigan Department of State
Lansing, Michigan 48918
Information: (888) 767-6424
www.michigan.gov/sos



The Department of State is the oldest department of Michigan state government and is administered by the Secretary of State. Elected to a four-year term, the Secretary of State is a member of the executive branch of government and has constitutional as well as statutory duties.

DEPARTMENT OF STATE POLICE

7150 Harris Drive
Dimondale, Michigan 48821
Information: (517) 332-2521
www.michigan.gov/msp



The purpose of the Department is to provide 24-hour statewide quality police service for the safety and protection of the people and their property in the state of Michigan. Its primary responsibilities are to reduce the opportunities for crime, to reduce traffic accidents through diligent and fair enforcement of the laws of this state, and to act as a first responder to any citizen's needs that can be addressed through the resources of the criminal justice system.

DEPARTMENT OF TALENT AND ECONOMIC DEVELOPMENT

300 North Washington Square
Lansing, Michigan 48913
Information: (888) 522-0103
www.michigan.gov/ted



Joining job creation and economic development efforts under one umbrella, the Department of Talent and Economic Development consists of the Michigan Economic Development Corporation, the Michigan State Housing Development Authority, the Michigan Strategic Fund and the newly created Talent Investment Agency (TIA). TED allows the state to leverage its ability to build talent with in-demand skills while helping state businesses grow and thrive.

DEPARTMENT OF TECHNOLOGY, MANAGEMENT AND BUDGET



Lewis Cass Building, 2nd Floor
320 South Walnut Street
P.O. Box 30026
Lansing, Michigan 48909
Information: (517) 373-1004
www.michigan.gov/dmb

The Department of Technology, Management and Budget promotes a unified approach to information technology management and provides centralized administration of services including auditing, budgeting, employee resources, financial services, fleet management, mail, printing, property management, purchasing, records management, and retirement services for departments and agencies in the executive branch of state government.

DEPARTMENT OF TRANSPORTATION



State Transportation Building
425 West Ottawa Street
P.O. Box 30050
Lansing, Michigan 48909
Information: (517) 373-2090
www.michigan.gov/mdot

The primary functions of the Department of Transportation are the construction, improvement, and maintenance of the state highway system—the 9,620 miles of interstate, U.S.- and M-numbered highways, and the administration of other state transportation programs. Responsibilities include the development and implementation of comprehensive transportation plans for the entire state, including aeronautics and bus and rail transit, providing professional and technical assistance, and the administration of state and federal funds allocated for these programs. The director of the Department is appointed by the Governor, with the advice and consent of the Senate.

DEPARTMENT OF TREASURY



Michigan Department of Treasury
Lansing, Michigan 48922
Information: (517) 373-3200
www.michigan.gov/treasury

The Department of Treasury exists to provide quality financial, tax, and administrative services. The State Treasurer acts as principal advisor to the governor on tax and fiscal policy issues. The State Treasurer is the chairperson of the Michigan Debt Advisory Board, the Michigan Education Trust, the Michigan Higher Education Assistance Authority, the Michigan Higher Education Student Loan Authority, the Michigan Merit Award Board, the Michigan Municipal Bond Authority, and the Michigan School District Accountability Board.

MICHIGAN GAMING CONTROL BOARD

3062 West Grand Boulevard, Suite L-700

Detroit, Michigan 48202

Information: (313) 456-4100

www.michigan.gov/mgcb



Established within the Department of Treasury, the Michigan Gaming Control Board is charged with licensing, regulating, and enforcing the system of casino gambling in Michigan. In addition to regulating and licensing commercial casinos in Detroit, their suppliers and employees, the Michigan Gaming Control Board regulates pari-mutuel horse racing and oversees Native American casino operations in Michigan.

MICHIGAN LOTTERY

101 East Hillsdale

P.O. Box 30023

Lansing, Michigan 48909

Information: (517) 335-5756

www.michigan.gov/lottery



Initiated under Public Act 239 of 1972, the Bureau of State Lottery, commonly referred to as the Michigan Lottery, was established within the Department of Treasury to supplement state education programs through a variety of fun and entertaining games of chance. The Michigan Lottery is responsible for establishing all lottery rules and regulations and administering the games.

ADMINISTRATIVE RULES PROCESS

INTRODUCTION

Administrative rules are a little-known aspect of the legislative process. Rules are often necessary to carry out the intent of acts passed by the Legislature. Without rules, the *Michigan Compiled Laws* would be unmanageably large due to the need to explain technical details. The *Administrative Procedures Act of 1969* (APA), 1969 PA 306, provides the mechanism for the Legislature to authorize the executive departments to implement the purpose of public acts.

In 2000, the Michigan Supreme Court ended a five-year controversy over the Legislature's role in promulgating rules. As a result, the rules-promulgation process now emphasizes early active involvement by the Legislature instead of the formal ability to disapprove rules, which critics called a legislative veto. The Legislature's active role in this process provides an opportunity to ensure that the Legislature's intent when it passes laws is not undone by executive branch departments and agencies.

RULE DRAFTING REVIEW

Two entities, one in the executive branch and one in the legislative branch, are at the heart of the process of reviewing proposed rules:

- The *Joint Committee on Administrative Rules* known as JCAR (pronounced “jay car”), is the legislative committee established by the APA to review proposed administrative rules. The committee consists of five members from each of the House of Representatives and the Senate. Each chamber's five-member contingent consists of three members from the majority party and two from the minority party.
- The *Office of Regulatory Reinvention* known as ORR, located within the Department of Licensing and Regulatory Affairs, is the central executive branch staff for rule development.

THE RULE-MAKING PROCESS

The rule-making process under the APA has many steps. It is a dual process in which ORR and the Legislature/JCAR exercise responsibilities:

1. An agency submits a Request for Rulemaking (RFR) to the ORR, which forwards a copy to JCAR.
2. ORR then approves or disapproves the RFR or requests additional information.
3. ORR reviews draft rule language it receives and may grant approval to the agency to proceed to a public hearing. If approval for a public hearing is granted, ORR sends a copy of the approved draft rules to the LSB Legal Division for informal approval.
4. The promulgating department or agency must complete a Regulatory Impact Statement (RIS) that assesses the economic impact of the rule.
5. The agency schedules a public hearing and provides notice to ORR, which in turn forwards a copy of the public hearing notice to JCAR within seven days of receipt. JCAR sends a “Notice of Public Hearing” to JCAR members and members of appropriate standing committees.
6. The agency holds a public hearing.
7. The agency prepares a rules package for JCAR. JCAR has 15 session days from receipt of the rule package to review the proposed rule and object by filing a “Notice of Objection” approved by a majority of each house's committee members (a “concurrent majority”).

8. If JCAR decides to hold a hearing on the rule or if a Notice of Objection is filed, the agency will make staff available to answer questions about the rule. If a Notice of Objection is adopted within the 15-day period for JCAR consideration, bills taking an action on the rules must be introduced in both chambers of the Legislature simultaneously. The bills must rescind the rule upon its effective date, repeal the statutory provision under which the rule was authorized, or stay the rule's effective date for up to one year. The Legislature then has 15 session days to consider the bills. If a bill is enacted by the Legislature and presented to the governor within the 15-session-day period, the rules do not become effective. If the governor vetoes the bill, the rules may be filed immediately. If a bill is defeated in either chamber and the vote by which the bill failed is not reconsidered, the rules may be filed and shall take effect immediately. If a bill is not adopted by both chambers within the time period, the rules may be filed and shall take effect.
9. If no Notice of Objection is filed, ORR may immediately file the rule with the Office of the Great Seal.

EXCEPTIONS TO THE RULE-MAKING PROCESS

The notice and participation procedures of the APA may be set aside when the preservation of the public health, safety, or welfare is at stake. The department or agency must determine that an emergency exists, and the governor must concur. The rules take effect the day they are filed with the Office of the Great Seal and can remain in effect for no more than six months. The rules may be extended another six months by the governor.

Another exception eliminates the public hearings and much of the review process for the promulgation of *Michigan Occupational Safety and Health Act* (MIOSHA) rules substantially similar to federal rules. The federal government requires states to adopt safety and health standards at least as strict as federal standards within six months of the effective date of the federal standards.



The Capitol Rotunda.

MICHIGAN'S “ONE COURT OF JUSTICE”

Michigan's concept of “One Court of Justice” was introduced in 1963 by Article VI, Section 1, of the Michigan Constitution. Under this principle, the judicial system functions as an integrated unit consisting of one supreme court, one court of appeals, one trial court (known as the circuit court), and several trial courts of limited jurisdiction.

Each court performs a certain role within the judicial system according to the jurisdiction given to it by the Michigan Constitution or Legislature. This jurisdiction is further outlined in various Michigan statutes and briefly described on the following pages. In addition to establishing “One Court of Justice,” the Michigan Constitution authorized the appointment of a state court administrator to assist courts with administrative duties and tasks. Information: <http://courts.mi.gov>.

APPELLATE COURTS

MICHIGAN SUPREME COURT

Hall of Justice, 6th Floor
925 West Ottawa Street
Lansing, Michigan 48915

Information: (517) 373-0120

The Supreme Court is Michigan's court of last resort, consisting of seven justices. Each year, the Supreme Court receives over 2,000 applications for leave to appeal from litigants primarily seeking review of decisions by the Michigan Court of Appeals.

The Supreme Court's authority to hear cases is discretionary. The Court grants leave to those cases of greatest complexity and public import, where additional briefing and oral argument are essential to reaching a just outcome.

Each justice is responsible for reviewing each case to determine whether leave should be granted. Cases that are accepted for oral argument may be decided by an order, with or without an opinion. These orders may affirm or reverse the Michigan Court of Appeals, may remand a case to the trial court, or may adopt a correct Court of Appeals opinion.

Cases come before the Court during a term that starts August 1 and runs through July 31 of the following year. The Court hears oral arguments in Lansing beginning in October of each term. Decisions are released throughout the term, following oral arguments.

In addition to its judicial duties, the Supreme Court is responsible for the general administrative supervision of all courts in the state. The Supreme Court also establishes rules for practice and procedure in all courts.



The Hall of Justice.

COURT OF APPEALS

The Michigan Court of Appeals was created by the 1963 Michigan Constitution and heard its first cases in January 1965. Generally, decisions from final orders of a circuit court, as well as some probate court and agency orders, may be appealed to the court as a matter of right. Other lower court or tribunal decisions may be appealed only by application for leave to appeal, i.e., with permission of the court. The court also has jurisdiction to hear some original actions, such as complaints for mandamus or superintending control against government officers or actions alleging that state law has imposed an unfunded or inadequately funded mandate on local units of government.

The Court of Appeals started with only nine judges originally. The number of judgeships steadily increased through legislation over the years to accommodate the court's growing caseload—to 12 in 1969, to 18 in 1974, to 24 in 1988, and to 28 in 1993. Due to decreased filings in recent years, the size of the court was reduced in 2012 to 24 judges, which is to be achieved through attrition over time.

The judges of the Court of Appeals sit statewide, although they are elected or appointed from one of four districts based in Detroit, Troy, Grand Rapids, and Lansing. Hearings are held year-round before three-judge panels in Detroit, Lansing, and Grand Rapids. Hearings are also scheduled in Marquette and in a northern Lower Peninsula location in the spring and fall of each year for the convenience of the parties and their attorneys in those areas. Judges are randomly assigned to panels to sit in all courtroom locations so that a variety of judicial viewpoints are considered. At least two of the three judges on a panel must agree on the ruling in a case for it to be binding. Decisions of the court may generally be appealed by leave application to the Michigan Supreme Court.

TRIAL COURTS

CIRCUIT COURT AND COURT OF CLAIMS

The Circuit Court is the trial court with the broadest powers in Michigan. In general, the Circuit Court handles all civil cases with claims of more than \$25,000 and all felony criminal cases (cases where the accused, if found guilty, could be sent to prison). The Family Division of the Circuit Court handles all cases regarding divorce, paternity, adoptions, personal protection actions, emancipation of minors, treatment and testing of infectious disease, safe delivery of newborns, name changes, juvenile offenses and delinquency, juvenile guardianship, and child abuse and neglect. In addition, the Circuit Court hears cases appealed from the other trial courts or from administrative agencies. The Friend of the Court Office is part of the Family Division of the Circuit Court and handles domestic relations cases where minor children are involved. There are 57 circuit courts in Michigan. Circuit Court judges are elected for six-year terms.

In addition, there is a Court of Claims for filing cases against the state of Michigan in which a claim for money damages is made. The Court of Claims is a specialized court that handles only claims over \$1,000 filed against the state of Michigan or one of its departments.

PROBATE COURT

The Probate Court handles wills, administers estates and trusts, appoints guardians and conservators, and orders treatment for mentally ill and developmentally disabled persons. There are 79 probate courts in Michigan; probate judges are elected for six-year terms.

DISTRICT COURT

The District Court is often called the people's court. More people have contact with the District Court than any other court. The District Court handles most traffic violations, all civil cases with claims up to \$25,000, landlord-tenant matters, most traffic tickets, and all misdemeanor criminal cases (generally, cases where the accused, if found guilty, cannot be sentenced to more than one year in jail). In addition, small claims cases are heard by a division of the District Court. In Michigan, a few municipalities have chosen to retain a Municipal Court rather than create a District Court. The Municipal Courts have limited powers and are located in Grosse Pointe, Grosse Pointe Farms, Grosse Pointe Park, and Grosse Pointe Shores/Grosse Pointe Woods. There are approximately 100 District Courts in Michigan. District Court judges are elected for six-year terms.

STATE COURT ADMINISTRATOR

The Michigan Constitution, in Article VI, Section 3, directs that “. . . the supreme court shall appoint an administrator of the courts and other assistants of the supreme court as may be necessary to aid in the administration of the courts of this state. The administrator shall perform administrative duties assigned by the court.”

The State Court Administrator is charged with administering the state's trial courts pursuant to the policies developed by the Supreme Court. Under the Michigan Court Rules, the State Court Administrator supervises and examines administration of the courts; examines the status of calendars of the courts; collects and compiles statistical and other data; recommends the assignment of judges where courts are in need of assistance; monitors the efficiency of case flow management; prepares budget estimates of state appropriations needed for the judicial system; monitors judicial business; approves and publishes court forms; and certifies the adequacy of recording devices used in making records of proceedings in the trial courts.

LEGISLATIVE TELEPHONE DIRECTORY

CAPITOL

Flags and Seals	517-373-0184
State Capitol Events Coordinator	517-373-0184
State Capitol Facilities	517-373-0184
State Capitol Parking Coordinator	517-373-0184
State Capitol Tours	517-373-2353

COURTS

Michigan Court of Appeals – Clerk’s Office	517-373-0786
Michigan Supreme Court	517-373-0120

EXECUTIVE AGENCIES

Office of the Governor	517-373-3400
Department of Agriculture and Rural Development	800-292-3939
Department of Attorney General	517-373-1110
Department of Civil Rights	517-335-3165
Civil Service Commission	517-373-3030
Department of Corrections	517-335-1426
Department of Education	517-373-3324
Department of Environmental Quality	800-662-9278
Department of Health and Human Services	517-373-3740
Department of Insurance and Financial Services	517-284-8800
Department of Licensing and Regulatory Affairs	517-373-1820
Department of Military and Veterans Affairs	517-481-8000
Department of Natural Resources	517-284-6367
Secretary of State	888-767-6424
Department of State Police	517-332-2521
Department of Talent and Economic Development	888-522-0103
Department of Technology, Management and Budget	517-373-1004
Department of Transportation	517-373-2090
Department of Treasury	517-373-3200
Michigan Gaming Control Board	313-456-4100
Michigan Lottery	517-335-5756

HOUSE OF REPRESENTATIVES

Business Office	517-373-6339
Clerk’s Office	517-373-0135
Clerks – Bill	517-373-0136
Clerks – Committee	517-373-0015
Clerks – Enrolling	517-373-0138
Clerks – Journal	517-373-0137
Clerks – Resolution	517-373-0404
Democratic Communications Staff	517-373-8924
Democratic Policy Staff	517-373-0150
Fiscal Agency	517-373-8080
Republican Communication Services Office	517-373-5039
Republican Constituent Services Office	517-373-5205
Republican Policy Office	517-373-5916

LEGISLATIVE COUNCIL

Criminal Justice Policy Commission	517-373-1029
Joint Committee on Administrative Rules	517-373-5773
Legislative Council Administrator	517-373-0212
Legislative Corrections Ombudsman	517-373-8573
LSB Information Technologies Division	517-377-4663
LSB Legal Division	517-373-9425
LSB Legislative Printing Division	517-373-7719
LSB Research Services Division	517-373-5200
Michigan Commission on Uniform State Laws	517-373-0212
Michigan Law Revision Commission	517-373-0212
Michigan Veterans' Facility Ombudsman	517-373-1347
State Drug Treatment Court Advisory Committee	517-373-0212

OTHER

Legislative Retirement System	517-373-0575
Office of the Auditor General	517-334-8050

SENATE

Clerks – Amending	517-373-6758 or 373-0101
Clerks – Bill	517-373-0514 or 373-6748
Clerks – Enrolling	517-373-6770 or 373-9423
Clerks – Journal	517-373-6523, 373-7495, or 373-2403
Clerks – Session	517-373-6528
Democratic Staff	517-373-7370
Finance and Human Resources	517-373-1675
Fiscal Agency	517-373-2768
General Services	517-373-7393
Information Serices	517-373-5295
Majority Communications Office	517-373-8880
Majority Policy Office	517-373-3330
Media Services	517-373-5229
Physical Properties	517-373-8475
Sergeant-at-Arms	517-373-5682

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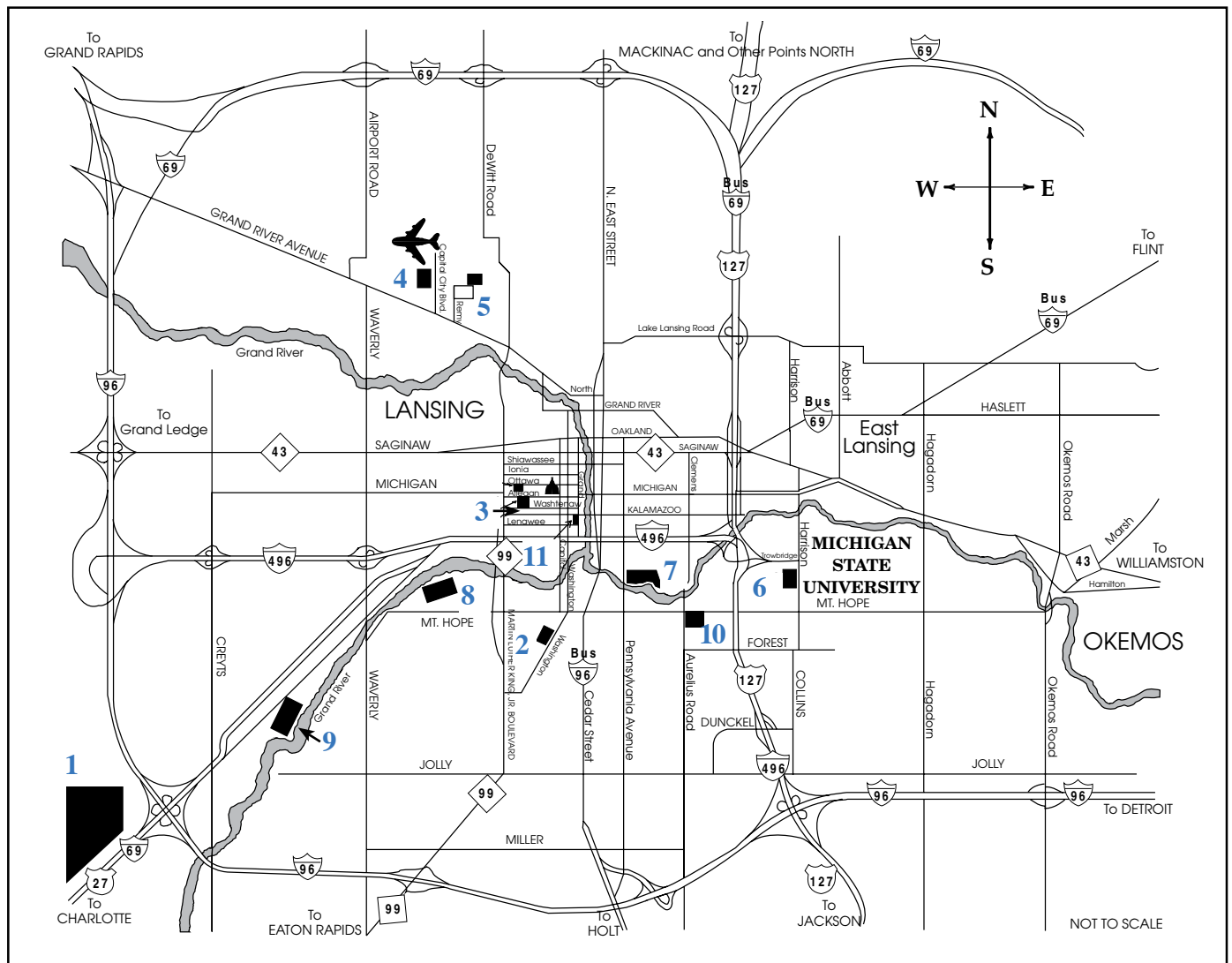
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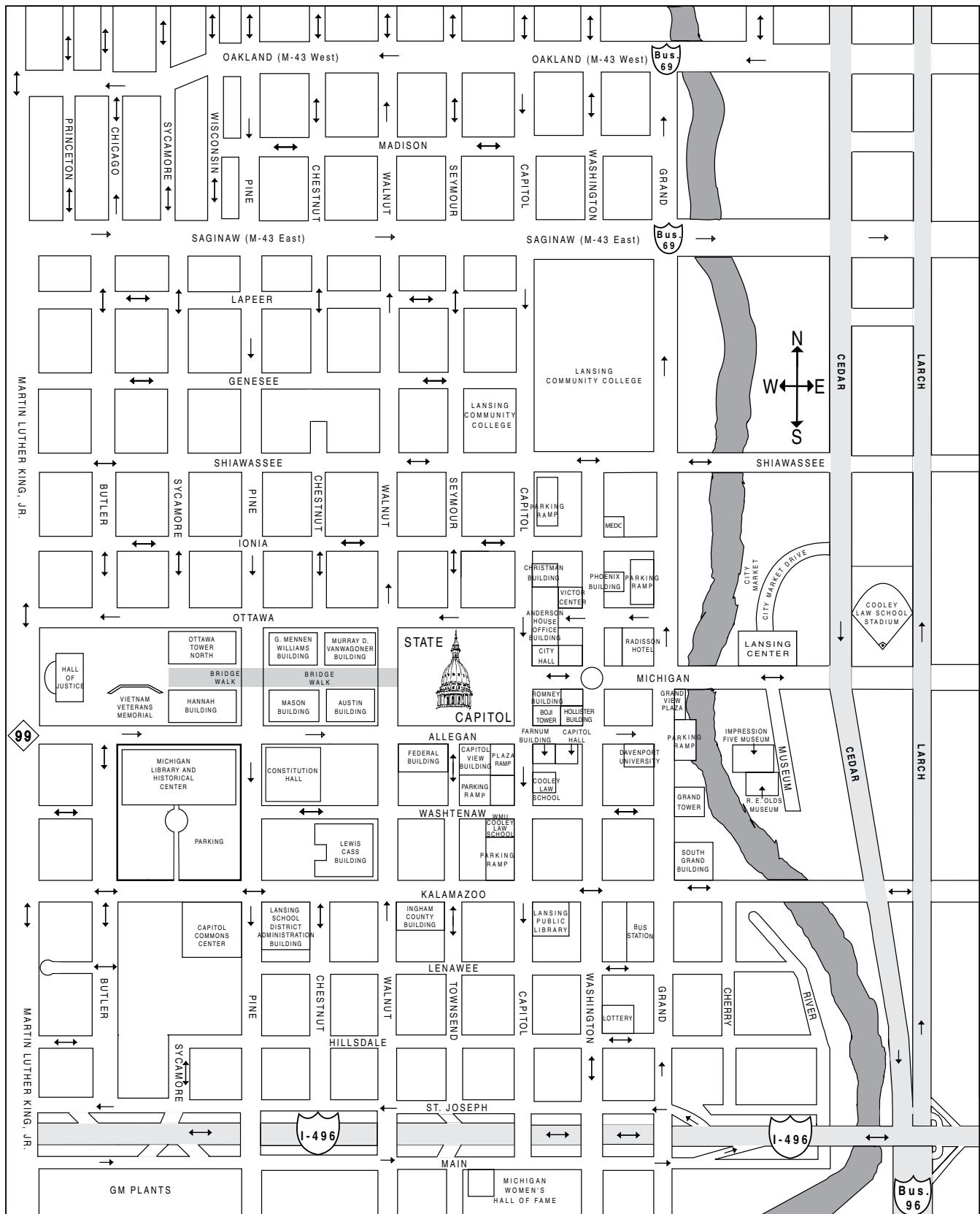
GREATER LANSING AREA



LEGEND

- | | |
|---|---|
| 1 - State Secondary Governmental Complex | 6 - Amtrak and East Lansing Bus Station |
| 2 - National Guard Armory
Department of Military and
Veterans Affairs | 7 - Potter Park Zoo |
| 3 - Library of Michigan, Historical Museum | 8 - Francis Park |
| 4 - Capital City Airport | 9 - Woldumar Nature Center |
| 5 - Legislative Service Bureau
Printing Division | 10 - Fenner Arboretum |
| | 11 - City of Lansing Bus Station |

DOWNTOWN LANSING



(Rev. 10/2016)